Colleges and the Communities

Background Papers

VISION 2000

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Vision 2000
A Review of the Mandate of the Colleges of Applied Arts and Technology

VISION 2000

January 1990

91-00154/

Vision 2000 is a review of the mandate of Ontario's Colleges of Applied Arts and Technology. It is coordinated by the Ontario Council of Regents and was initiated by the Minister of Colleges and Universities in October of 1988.

A Steering Committee, with broad-based representation, was established to guide the Vision 2000 process. Consultation, with a wide variety of stakeholders, and research was handled by five study teams. Study Team 1's task was to provide an empirical snapshot of the current college system and its external environment. Researchers from Study Team 2 examined the role of colleges in our changing economy, while Study Team 3 looked into ways that the college system could promote access and educational support for diverse learners. Study Team 4's purpose was to study the challenging interrelationships of quality, accessibility and efficiency. For Study Team 5 the research and consultation focussed on the linkages between colleges and other educational institutions.

The background papers in this volume are part of a number of publications by researchers prepared for Vision 2000. These papers do not necessarily represent the views of the Study Teams, the Vision 2000 Steering Committee, or the Ontario Council of Regents.

Together the background papers are meant to provide a broad base of ideas as part of the input for the deliberations of the study teams and the Steering Committee.

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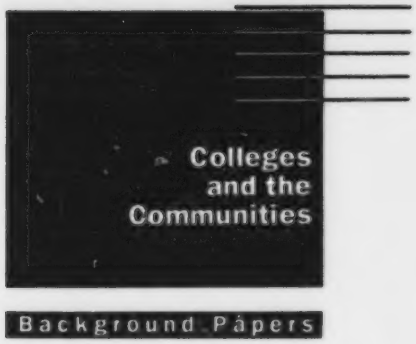

Background Papers

Susan Wismer

**Towards the Year 2000:
Communities within Colleges**

Susan Wismer

**Relevancy and Linkages:
Colleges and Communities Working Together**

Susan Wismer

**Ontario's Community Colleges:
Values for the Year 2000**

Elizabeth Thorsen

Special Needs Students: Toward the Year 2000

Bernice Bell

**Post-Secondary Skills Training and Education
for Senior Citizens**

Francie Aspinall

**Meeting the Needs of Diverse Learners: Submissions from
Community Organizations and the Colleges**

January 1990

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Colleges and the Communities

Background Papers

Susan Wismer
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Ontario's Community Colleges: Values for the Year 2000

Study Team 3

Ontario's Community Colleges:
Values for the Year 2000

Summary

Introduction

In October of 1988, the Minister of Colleges and Universities, the Hon. Lyn McLeod, asked the Ontario Council of Regents to coordinate a review of the mandate of the provincial college system, to be called Vision 2000. Vision 2000 is a comprehensive review involving participation from a wide range of interest groups. Five teams have been established to look at specific areas of the review and to coordinate research and public participation in their respective areas. As part of its contribution to the review, Team 3, which examines the Colleges and the Communities, has undertaken a research project. The first part of the research has examined the values on which the colleges should base their decisions in the year 2000. Following on the work of Part I, Part II of the project will examine who the colleges should seek to serve, and how programs, services and staffing can be organized to best meet the needs of the college 'community.' Part III will examine relationships between colleges and other organizations and institutions within their communities.

Values in the colleges: The beginning

On May 21, 1965, Ontario's Minister of Education, the Hon. William Davis, introduced a provincial system of colleges of applied arts and technology to the Legislature. The announcement came during a period of unprecedented expansion and growth in Ontario and reflected assumptions about expanding resources and opportunities which have been considerably tempered in the two-plus decades since. The enabling legislation which was eventually passed provided for twenty-two community colleges, each with its own local Board of Governors. What the twenty-two colleges were to have in common was the Council of Regents, the provincially mandated body which was designed to guide and oversee the development of the province-wide college system; their primary funding base which was provincial, rather than municipal or federal; and three major responsibilities:

"1. to provide courses of types and levels beyond, or not suited to, the secondary school setting;

2. to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and

3. to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates."

The original mandate has two 'faces:' one which is broad and inclusive and locally-based, concerned with responding flexibly to community needs, both vocational and avocational. It is reflected in the statement quoted above. The other 'face' of the mandate is focussed on economic success for the province of Ontario, emphasizing training employees in applied fields for a changing labour market. Within the framework of the values identified, the college mission statements all refer to occupational preparation, but it is in examining the structure, programs and allocation of resources within the colleges that the high value placed on this second face becomes most evident. From their earliest days, community colleges have directed the majority of available resources to full-time post-secondary programs organized around specific occupations and targetted to young secondary school graduates.

Twenty-five years on, the colleges find themselves, in principle, with much the same orientation and values that they started with. Their mission statements make it clear that they remain committed to being open, accessible and responsive community-based institutions which take a student-centred approach to learning. The emphasis of the programs they offer affirms their continuing occupational focus.

But the ground is shifting underneath their feet in significant ways. On one hand their role as community colleges, and, in particular, their ability to respond effectively to a diverse range of local educational needs is being challenged by their own histories and by people within their constituent communities whose needs are not being effectively met. On the other hand the college's role as a conduit, a supply system for the provincial labour market is also being challenged. Recent trends in public policy promoting the privatization of training reflect an opinion that the most efficient and effective skill training usually takes place on-the-job and/or in relationships with specific employers. The result has been a steady erosion of funds away from colleges and voluntary sector groups.

The challenge for colleges

The Premier's Council of Ontario has recently completed a study, *Competing in the New Global Economy*. The study recommends a new economic strategy for Ontario that will emphasize competition in and for global markets in areas where high productivity levels, quality of service and 'leading edge' design with respect to industries focussed on technology and information are critical. In this context, human resource development is seen to be of fundamental importance. Vision 2000 is expected to make recommendations concerning how the college system can best make its contribution to the new Ontario strategy.

In a series of individual interviews, members of Vision 2000's Team 3, on the College and the Community, were asked for their comments on the current and future mandate and value base for the colleges. They affirmed that the original mandate has provided a framework for the development of the colleges which is still very much in place today. Team members saw the two faces of the college mandate as a source of strength — a source of innovation, creativity and important socio-economic and personal contributions in areas where the needs of individuals and communities have coincided with the province's economic needs. In these areas, colleges have become recognized for excellence in providing a type of education which is not available at universities. Team members also believed, however, that the two faces of the mandate have been a source of weakness for the colleges. Conflicts and divisions created when difficult choices have to be made about the allocation of resources have only been exacerbated as financing has become an increasingly complex and difficult issue. In general, there was consensus among them that the college mandate needs to be reoriented and refocussed. They have suggested that the following statement of values provides the basis for that work:

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to actively adapt to and make a constructive contribution to the world they live in.
>
> Community College education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instil in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's Colleges should model for their communities the peaceful, equitable and viable world for which they educate.

Sommaire

Introduction

En octobre 1988, la ministre des Collèges et Universités, Lyn McLeod, a demandé au Conseil ontarien des affaires collégiales de coordonner une étude du mandat du réseau collégial qui porterait le nom de Vision 2000. Il s'agit d'une étude approfondie exigeant la participation de plusieurs groupes ayant des intérêts divers. Cinq équipes de travail ont été mises sur pied pour étudier des aspects particuliers de cette question, de même que pour coordonner la recherche et la participation du public dans leur secteur respectif. Chargée d'étudier la question des collèges et des collectivités, l'équipe de travail 3 a entrepris un projet de recherche à ce sujet. La première partie de cette recherche a permis d'examiner les valeurs sur lesquelles les décisions des collèges devraient reposer en l'an 2000. À la lumière des résultats de cette analyse, la seconde partie de la recherche tentera de déterminer les groupes qui devraient être desservis par les collèges et comment leurs programmes, services et personnel devraient être organisés pour répondre aux besoins de la collectivité. La troisième partie analysera les relations entre les collèges et les autres organismes et établissements au sein de la collectivité.

Les valeurs au sein des collèges : le début

Le 21 mai 1965, le ministre de l'Éducation, l'honorable William Davis, a annoncé à l'Assemblée législative la création d'un réseau de collèges d'arts appliqués et de technologie. Cette annonce a été faite pendant une période de prospérité et de croissance sans précédent en Ontario et reflétait les opinions que l'on avait, à l'époque, à l'égard de l'expansion des ressources et des possibilités, opinions qui ont été considérablement atténuées au cours des deux décennies suivantes. La loi qui a été adoptée prévoyait la création de 22 collèges, possédant chacun un conseil d'administration et d'un Conseil ontarien des affaires collégiales. Cet organisme provincial a été conçu pour guider et superviser le développement du réseau collégial de la province. Celui-ci devait en outre partager la même source de financement, qui serait assuré par la province plutôt que par les municipalités ou le fédéral, de même que les trois responsabilités principales suivantes :

1. offrir des cours d'un type et d'un niveau supérieurs au palier secondaire;
2. répondre aux besoins des diplômés des programmes d'études secondaires qui n'ont pas l'intention de poursuivre des études universitaires;
3. répondre aux besoins pédagogiques des adultes et des jeunes qui ne fréquentent plus l'école, qu'ils soient ou non diplômés des programmes d'études secondaires.

Le mandat original comporte donc deux volets : le premier est étendu, général et local, c'est-à-dire qu'il vise à répondre aux besoins de la collectivité locale, dans les domaines professionnels et autres. Cet aspect est reflété dans l'énoncé présenté ci-dessus. L'autre volet du mandat se rapporte au succès économique de la province de l'Ontario et met l'accent sur la formation d'employés dans le secteur des arts appliqués en raison de la nature changeante du marché du travail. Dans le cadre de ces paramètres, les énoncés de mission des collèges font référence à la formation professionnelle, mais l'analyse des structures, des programmes et de la répartition des ressources au sein des collèges permet de découvrir toute l'importance qu'occupe ce deuxième volet du mandat des collèges. Dès leur création, les collèges ont consacré la majorité de leurs ressources à des programmes postsecondaires à temps plein portant sur quelques métiers particuliers susceptibles d'attirer les jeunes diplômés des écoles secondaires.

Vingt-cinq années plus tard, les collèges ont toujours, en principe, la même orientation et les mêmes valeurs qu'ils avaient au moment de leur création. Leurs énoncés de mission mentionnent qu'ils continuent d'être ouverts, accessibles et adaptés aux besoins de la collectivité grâce à une approche pédagogique

répondant aux besoins des étudiants. Les programmes qu'ils offrent reflètent leur orientation vers la formation professionnelle.

Mais les assises sur lesquelles reposent les collèges sont de moins en moins solides. D'une part, leur rôle de collèges communautaires et, plus particulièrement, leur capacité de répondre à une gamme diversifiée de besoins pédagogiques sont remis en question par leur propre évolution et par les membres des collectivités que les collèges ne desservent pas adéquatement. D'autre part, le rôle des collèges en tant que conduit ou de système alimentant le marché du travail de la province est également remis en question. Les tendances récentes des politiques gouvernementales favorisant la privatisation de la formation professionnelle découlent de l'opinion voulant que la formation la plus efficace soit la formation en cours d'emploi ou celle assurée en collaboration avec un employeur. Cette situation a entraîné une érosion du financement des collèges au profit du secteur des organismes bénévoles.

Les défis des collèges

Le Conseil du premier ministre de l'Ontario a publié récemment une étude intitulée *Concurrencer dans la nouvelle économie globale*. Cette étude recommande que l'Ontario adopte une nouvelle stratégie économique qui mettra l'accent sur la concurrence sur les marchés mondiaux des industries de technologie et de l'information faisant appel à une haute productivité, une qualité des services et une conception «avant-gardiste». Dans cette perspective, le développement des ressources humaines revêt une importance fondamentale. On s'attend à ce que Vision 2000 fasse des recommandations au sujet de la nature de la contribution du réseau collégial à cette nouvelle stratégie de l'Ontario.

Au cours d'entrevues individuelles sur la question des collèges et des collectivités, on a demandé aux membres de l'équipe de travail 3 de Vision 2000 de livrer leurs commentaires au sujet du mandat actuel et futur des collèges et au sujet des valeurs sur lesquelles celui-ci devrait reposer. Ils ont affirmé que le mandat original avait permis la création d'une structure favorisant le développement des collèges et que cette structure est toujours en place. Les membres de l'équipe considèrent que le mandat à deux volets des collèges s'est avéré une source de force, d'innovation, de créativité et de contributions socio-économiques et personnelles importantes dans les secteurs où les besoins des particuliers et des collectivités ont coïncidé avec les besoins économiques de la province. À cet égard, on reconnaît l'excellence des collèges à fournir un type d'éducation qui n'est pas offert à l'université. Toutefois, les membres de l'équipe croient que ce mandat à deux volets a également été une source de faiblesse pour les collèges. Les conflits et les divisions provoqués par les choix difficiles en matière de répartition des ressources ont été exacerbés par la complexité de plus en plus grande du financement des collèges. En général, les membres sont d'accord pour dire que le mandat des collèges doit faire l'objet d'une nouvelle orientation. À cette fin, ils ont suggéré que ce travail repose sur les principes suivants :

> L'éducation a un rôle essentiel à jouer en vue d'établir un monde pacifique, équitable, économiquement viable et un environnement sain. L'éducation est une force indispensable dans toute société désireuse d'atteindre un équilibre entre les besoins individuels et collectifs et de favoriser l'initiative individuelle et la collaboration entre les personnes dans le respect mutuel.
>
> De façon générale, l'éducation devrait donner la possibilité aux personnes de développer les aptitudes et les connaissances dont elles ont besoin pour évoluer et apporter une contribution constructive au monde dans lequel elles vivent.
>
> L'éducation collégiale devrait améliorer les possibilités et les choix professionnels des étudiants, promouvoir l'épanouissement du potentiel individuel et inculquer aux étudiants un sens des responsabilités sociales et d'appartenance à la collectivité dans laquelle ils vivent.
>
> Les collèges communautaires de l'Ontario devraient fournir des services et des programmes de haute qualité accessibles aux divers groupes de la collectivité qu'ils desservent, tout en mettant l'accent sur l'accessibilité des groupes moins bien desservis par les organismes et établissements d'enseignement des secteurs public et privé. Dans les politiques, les programmes, les structures et les

services, les collèges de l'Ontario devraient refléter dans leur collectivité respective le monde pacifique, équitable et viable qu'ils enseignent.

Table of Contents

	Page
Introduction to Research Project	1
Background	1
The Present Situation	6
The Team Member Survey	9
Toward a Desirable Future	9
A Value Statement for Colleges in the Year 2000	10
Key Terms: Fair Access and Adequate Support	11
Fair Access	11
Adequate Support	11

Introduction to the Research Project

This Part I background paper is the introduction to Study Team 3's research project on access and equity issues with respect to the future of the community college system in Ontario. The study team research project has three parts: Part I addresses the value orientation appropriate for the college system in the coming years, and develops definitions of 'fair access' and 'adequate support' based on that value orientation. The Part II background paper[1] addresses questions related to who the learners will be in the year 2000, and how colleges can provide fair access and support to diverse groups of learners. The final Part III background paper[2] addresses organizational and policy development issues related to how colleges can ensure that courses and instructional methods meet learner needs; and how colleges can work in coordination with other agencies and institutions to the benefit of learners.

Research for Part I was initiated in March of 1989, and included a survey of relevant literature and documents addressing equity and access concerns with respect to post-secondary education. Also, a series of telephone interviews gave Study Team 3 members the opportunity to respond to a series of questions regarding the mandate and value base of the college system. Given the limitations on time available for this work, we focussed in the literature review on those documents which specifically address the role and importance of the community college system in Ontario.

Background

> "[Colleges of Applied Arts and Technology] must embrace total education, vocational and avocational, regardless of formal entrance qualifications, with provision for complete vertical and horizontal mobility....
>
> Colleges of Applied Arts and Technology are neither universities nor extensions of the secondary school; they will find their identity in service to that large segment of society that is inadequately served by the university..."[3]

On May 21, 1965, Ontario's Minister of Education, the Hon. William Davis, introduced a provincial system of colleges of applied arts and technology to the Legislature. The announcement came during a period of unprecedented expansion and growth in Ontario and reflected assumptions about expanding resources and opportunities which have been considerably tempered in the two-plus decades since.

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1 Susan Wismer, "Towards the Year 2000: Communities within College," in Colleges and the Communities. (Toronto: Vision 2000, 1990.)

2 Susan Wismer, "Relevancy and Linkages: Colleges and Communities Working Together," in Colleges and the Communities. (Toronto: Vision 2000, 1990.)

3 Ontario Department of Education. Colleges of Applied Arts and Technology: Basic Documents. (Toronto: Ontario Department of Education, June, 1967).

Viewed from a distance, the Minister's promise to put into place one system which would be both a system of colleges of applied arts and technologies, acting as a source of supply for changing provincial labour market needs and a system of community colleges responding to the broadest possible range of locally defined educational needs seems ambitious, to say the least. At the time, however, although it may have seemed ambitious, it was certainly seen to be possible. As the Minister said:

> "I have no intention of permitting any group of young people to be forgotten and deprived, or of any group of adults needing retraining for a new world of work to be neglected. The new era is golden with promise, if only we prepare in time for it..."[4]

The enabling legislation which was eventually passed provided for twenty-two community colleges, each with its own local Board of Governors. What the twenty-two colleges were to have in common was the Council of Regents, the provincially mandated body which was designed to guide and oversee the development of the province-wide college system; their primary funding base which was provincial, rather than municipal or federal; and three major responsibilities:

"1. to provide courses of types and levels beyond, or not suited to, the secondary school setting;

2. to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and

3. to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates."[5]

The colleges which were created from that mandate, still reflect in their current mission statements, its orientation and values.[6] They stress enhancing quality of life for their students and for the communities they live in, through providing excellent education designed to enhance economic opportunity for the broadest possible range of full-time and part-time students; and through responding flexibly and effectively to changes in society, maximizing adaptability with respect to the content and methods of the education provided and promoting democracy — full participation in community life.

In a variety of ways, the mission statements state that each college places a high value on:

- access by those who have a broad range of educational needs through the provision of a diversity of services;
- support, so that students can be enabled to meet needs for personal growth and development;
- participation, in and by the communities in which the colleges are located;
- equality, so that educational resources can be distributed equitably.

The original mandate then, has two 'faces:' one which is broad and inclusive and locally-based, concerned with responding flexibly to community needs, both 'vocational and avocational,' as the quote above from the **Basic Documents**, suggests.[7] It is reflected in the values identified above. The other 'face' of the mandate is focussed on economic success for the province of Ontario, emphasizing training employees in applied fields for a changing labour market. Within the framework of the values identified, the college

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4 The Honourable William Davis, Statement in the Legislature, May 21, 1965.

5 Hon. William Davis, op. cit.

6 "Values: standards or principles considered valuable or important in life." Joyce Hawkins, The Oxford Paperback Dictionary. (Oxford: Oxford University Press, 1979)

7 As used here, 'vocational' refers to educational needs which are directly related to specific occupations, while "avocational" refers to the broader range of skills and knowledge necessary to live a full and rewarding life.

mission statements all refer to occupational preparation, but it is in examining the structure, programs and allocation of resources within the colleges that the high value placed on this second face becomes most evident. From their earliest days, community colleges have directed the majority of available resources to full-time post-secondary programs organized around specific occupations.

The Minister's 1965 introduction of the colleges' mandate does not address questions regarding what could or should happen when the two faces demand different responses. His remarks indicate an assumption that:

- the labour market needs of the province as a whole would prove to be identical with the aggregate assessed needs of local communities; and
- those labour market needs would demand increasing numbers of potential employees with college-level training in specific technical areas.

Buried within his remarks also lies an assumption that excellence in education lies in addressing the economic needs of potential students. Nowhere in his speech is there a reference to the socio-cultural role which education plays.[8]

If those assumptions were valid in 1965, they are not now, nearly twenty-five years later. The Minister could not have known that in 1989, the Council of Regents would produce a study which would predict that the two highest growth occupations in Ontario during the next decade would be salesperson and waiter.[9] These jobs, and the other fast-growing occupations are service positions and while they do require skills and knowledge, they do not require the kind of specialized technological training which the Minister, in 1965, expected would be the focus of college program.

The Minister also was not aware that the rate of technological change would continue to accelerate to the point where, by 1988, a World Bank expert on education and the economy would be advising educational institutions not to bother trying to predict what specific technological skills and knowledge would be needed when and where, saying:

> "Rapid and unpredictable changes of technology will weigh for more generalized skills so that specialization can take place quickly and, perhaps, on the job rather than in a formal school."10

In 1965, the Minister had not seen the kind of structural changes in the economy which would occur during the 1970s and 1980s and which would create a situation where rationalization in the name of economic progress for Ontario and Canada could mean economic disaster for individual communities, as branch plants, mines, mills and farms closed, taking whole towns with them; and as well-paying permanent jobs in primary and secondary industries disappeared, leaving behind opportunities for employment in temporary or part-time low-paying service jobs. Finally, the Minister could not have predicted the diversity of demands which would be placed on the college system during the next twenty years. In the mid-1960s, about half of Ontario's population still claimed to be of British origin. Almost 80% of immigrants to Ontario were of European origin. By 1987, the percentage of immigrants of European origin had fallen to 30%, while more than 60% were coming from Asia and South and Central America. Today in Ontario, the percentage of people of British origin is falling rapidly. It is predicted that by the

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[8] Education's socio-cultural role lies in its implicit and explicit recognition and enhancement of certain sets of cultural and social attributes. Lack of initial planning for child care facilities within the colleges, for example, reflects an expectation that few students would be single parents. Similarly, curriculum which makes use primarily of examples involving white Anglophone people in urban settings renders other cultural and community contexts invisible.

[9] Ontario Council of Regents, With the Future in Mind. (Toronto: Vision 2000, 1989.)

[10] George Psacharopoulos, Future Trends and Issues in Education. (Ottawa: Economic Council of Canada, November, 1988.)

year 2000, it will be about 33%. [11] Among the province's one million plus francophone people, there is also an increasing multi-cultural population. It is no longer possible to ignore the socio-cultural context of education.[12]

As economic and social realities have changed during the last twenty-five years, so has the political and legislative context for education. The Canadian Charter of Human Rights, the Ontario Code of Human Rights, Bill 82 which establishes the right to appropriate education, and the French Language Services Act, for example, have affirmed the right to equality of opportunity of every Ontario resident and have placed increasing amounts of responsibility for ensuring that access is a reality on relevant institutions. The Canadian Charter of Human Rights, for example states:

> "Every individual should have an equal opportunity with other individuals to make for himself or herself the life that he or she is able and wishes to have...without being hindered in or prevented from doing so by discriminatory practices based on race, national or ethnic origin, colour, religion, age, sex or marital status, or conviction for an offence for which a pardon has been granted or by discriminatory employment practices based on physical handicap."[13]

What these changes have meant in practice is that the two 'faces' of the mandate have demanded different responses at different times and in different ways. A number of colleges recognized early on in their histories that institutional survival and financial stability would be enhanced if they developed areas of specialty, designed to serve students from across the province, and more recently, from around the world. There has been a on-going debate ever since over whether this has resulted in fewer resources going to community-based programming than would otherwise have been the case. Some people argue that a focus on programs designed to draw students from a broad geographical area means that staff time and institutional resources which should be serving local needs are being diverted. Others argue that increased revenues from such programs expand, rather than limit the ability of the colleges to respond to local needs.

The structure of financing has also enhanced an operational emphasis on full-time programs designed for young adults coming out of secondary schools, creating another area of debate. Although the colleges were created in response to a restructuring of the secondary school system, as a place for four-year graduates to go to, the original mandate also suggested that most programming might be part-time and that the re-tooling of unemployed and underemployed adults would be of equal importance. College programs tended to be structured, however, with young secondary school graduates in mind.

When Adult Basic Education, for example, proved to be not only a critical area from a community need point of view, but also an additional source of income, many colleges found themselves ill-prepared to respond. With the focus of financial resources and the existing structure of services and programs on specific occupational programs for secondary school graduates, colleges had little incentive and less opportunity to serve the needs of people who did not 'fit' with established institutional priorities. Many years later, at a time when there is a continuing strong demand for literacy and numeracy training, colleges continue to find that they are not perceived as able to provide leadership in this area.[14] Despite the excellent work done in these areas by a number of colleges, there are still many communities in which voluntary organizations

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11 Ontario Council of Regents, With the Future in Mind. (Toronto: Vision 2000, 1989.)

12 See, for example, Stiles Associates Inc., Needs Assessment Study for an Ontario Educational Radio Service. (Toronto: Ministry of Culture and Communications, 1989.)

13 Canadian Human Rights Commission, Canadian Human Rights Act: A Summary. (Ottawa: Government of Canada, 1978.)

14 The report of the Social Assistance Review Committee, Transitions, for example, recommends that literacy training be contracted out to private voluntary organizations.

have proven to be more proactive with respect to needs assessment, more innovative with respect to programming and more aggressive with respect to fundraising than the local community college has in seeking to serve the basic educational needs of the least privileged local residents.

Changing demographics and a redefinition of equality have also generated a range of new concerns. Francophone groups have been particularly articulate in pointing out that the colleges represent a particular cultural milieu, and that that milieu can repress or enhance self-determination. The recent decision to create a twenty-third francophone college is one significant step toward a recognition that Franco-Ontarions want more out of education than career enhancement, although of course they want that too. They want an education which, in its structure and content, visibly affirms the value and importance of Franco-Ontarion culture.

Similarly, native people have made it clear, that, while access to education is essential, it is not enough. For them, the type of education they receive, and the conditions under which they receive it are of critical importance. Native education must be designed, administered and evaluated by native people in order to ensure that it respects and builds upon native culture and native language and makes an active contribution to native people's pursuit of self-government and of the opportunity to build viable and strong native communities in Canada.

Women's groups and advocates for the disabled have made it clear that it is not adequate to simply assert that educational programs are open to anyone who wishes to register. Structural supports — on-site day care centres, frequent public transportation, financial assistance, part-time programming, interpreters and assistants for deaf or blind students, total physical accessibility, and relevant bridging programs are necessary as well. Colleges have varied greatly in the degree to which they have responded to requests for these structural supports. Almost universally, however, colleges have been re-active, rather than proactive. Very few of these supporting services were seriously considered as the first colleges opened their doors.

Most colleges very quickly acquired large buildings and a full complement of permanent administrative, teaching and support staff. In general, as financial resources have become increasingly scarce, the costs of maintaining buildings and staff have become increasingly prominent and have acted as a constraint on flexible response. In a number of cases, colleges have found it necessary to cut back on or eliminate altogether programs designed to actively assess and respond to changing community needs.

Twenty-five years on, the colleges find themselves with much the same orientation and values that they started with. Their mission statements make it clear that they remain committed to being open, accessible and responsive community-based institutions which take a student-centred approach to learning. The emphasis of the programs they offer affirms their continuing occupational focus.

But the ground is shifting underneath their feet in significant ways. On one hand their role as community colleges, and, in particular, their ability to respond effectively to a diverse range of local educational needs is being challenged by their own histories and by people within their constituent communities whose needs are not being effectively met. In fact despite, the Minister's promise in 1965, it seems that both young people and adults — particularly those who are among the less privileged in our society — have been forgotten and deprived and are arriving in a new era ill-prepared.

On the other hand, the college's role as a conduit or a supply system for the provincial labour market is also being challenged. The colleges were originally designed to provide an access route which young people and adults could use to acquire the advanced skills and training they need to successfully compete for high quality jobs in emerging areas. The colleges were to be a source from which the province could draw into its labour market people with the skills and abilities needed to compete effectively in an increasingly global economy. However, recent federal government policies promoting the privatization of training reflect a level of agreement with the opinions of people like the World Bank expert quoted earlier, who believe that the most efficient and effective skill training usually takes place on-the-job and/or in relationships

with specific employers. The result has been a steady erosion of federal job-training funds away from colleges and voluntary sector groups.[15]

Colleges and voluntary sector groups have expressed a number of concerns about the trend toward privatization. Primarily, they point out that what is in the best interests of the employee may not always be in the best interest of the employer. For example, the focus of many programs is on job placement, but simply sending someone to a job site is no guarantee that appropriate and relevant education will take place. Similarly, employers do not generally allocate training resources to part-time or temporary staff members; yet for the increasing proportion of 'involuntary' part-time and temporary workers, further education and training may be essential in securing the full-time permanent jobs that they seek. Other concerns relate to accountability to the community for the expenditure of public funds, evaluation of programs and the impact of privatization on training opportunities for those who have no workplace, the unemployed. The expression of these concerns, however, has not resulted in any major changes in the direction of policy or funding coming from federal or provincial governments.[16]

Colleges have always wanted to be responsive to their communities, to be flexible in responding to changing socio-economic and cultural realities, and to offer education which is of high quality and which results in employment choices and personal development which would otherwise not have been available to the students involved. In practice, however, they have never been able to live up to the full extent of their own expectations. Recent trends which are resulting in increasing restrictions on financing at the same time as demands from community members for appropriate and relevant post-secondary education are rising dramatically, make it seem that the problems of living up to those expectations are unlikely to disappear.

The Present Situation

In October of 1988, the Minister of Colleges of Universities, the Hon. Lyn McLeod, asked the Ontario Council of Regents to coordinate a review of the mandate of the provincial college system. Two years earlier, during the course of a review of the structure of governance of the colleges, Walter Pitman had also suggested to the Council that it review its mandate, with a view to reorienting it to changing socio-economic realities:

> "The colleges have reason to ask whether the original mandate of providing the broadest form of vocationally-oriented education, is still valid."[17]

Another commentator states quite categorically that the question has already been answered:

> "The conventional adage of the sixties and seventies, that colleges would provide learning opportunities for all or a wide cross section of society, must be regarded as no longer applicable."[18]

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15 See Susan Wismer, Women's Education and Training in Canada. (Toronto: Canadian Congress for Learning Opportunities for Women, 1988).

16 Susan Wismer, ibid.

17 Walter Pitman, Report of the Advisor to the Minister of Colleges and Universities on the Governance of the Colleges of Applied Arts and Technologies. (Toronto: Ministry of Colleges and Universities, June, 1988.)

18 John Dennison and John S. Levin, Canada's Community Colleges in the 1980's. (Vancouver: University of British Columbia, August, 1988.)

The Premier's Council of Ontario has recently completed a study, *Competing in the New Global Economy*. The study recommends a new economic strategy for Ontario that will emphasize competition in and for global markets in areas where high productivity levels, quality of service and 'leading edge' design with respect to industries focussed on technology and information are critical. In this context, human resource development is seen to be of fundamental importance.[19] Vision 2000, the provincial review of the colleges' mandate, is expected to make recommendations concerning how the college system can best make its contribution to the new Ontario strategy.

The Premier's Council Reports fit well within a framework of other recent pieces of economic analysis,[20] which also suggest that if industrial nations are to remain competitive in a global economy, they must reorient themselves to 'sunrise' industries, which will be energy efficient, technology-intensive and highly productive in generating products and services which are of impeccable quality. These reports also suggest that relatively few people are likely to find permanent sources of employment under these new conditions. Increasingly services will be contracted out, on a consulting basis. Management positions will be developed on the basis of term contracts, which may be for three, five or ten years, so that within firms, managers will move from one position to another, fostering 'intrapreneurship' as they go.

Most people are expected to find their sources of employment within the service sector, where many jobs are expected to continue to be in that part of the service sector characterized by work which is relatively low-paying, with few benefits, and frequently part-time in nature.

There is some evidence that educational institutions have begun to react already to this emerging 'hourglass' economy, by opting to 'go with the winners,' allocating resources in increasing proportions to students and programs in 'high tech' areas. Concerns about equality of opportunity and genuine accessibility take a back seat to a desire to provide the highest possible quality of programming to an elite group of students.[21]

There is a rising tide of concern about this type of response, however, which comes from a variety of sources. First, despite the commitment to excellence in education which post-secondary institutions and training organizations of all kinds espouse, there has been very little systematic attempt to evaluate the outcomes of educational programs with respect to the quality of life they are intended to enhance. If quality of education is to be judged on the basis of its long-term outcomes, we have almost no data to go by.[22] Arguments which suggest that limiting access results in higher quality of education are no more based on a body of research than are arguments which suggest that quality is enhanced by universal access. Until that research does exist, the equity principle to which the colleges are committed suggests it would be better to err on the side of inclusion and access, rather than to impose limitations which ultimately prove to be detrimental to the economic and social well-being of individuals and communities.

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19 Premier's Council, Competing in the New Global Economy, Vol.I, II. (Toronto: Province of Ontario, 1988.)

20 And not so recent as well. See, for example John Britton and James M. Gilmour The Weakest Link: A Technological Perspective on Canadian Industrial Underdevelopment. (Ottawa: Science Council of Canada, 1978.) See also, for example, Economic Council of Canada, Innovation and Jobs. (Ottawa: Supply and Services Canada, 1987.)

21 Michele Fortin, Accessibility to and Participation in the Post-Secondary Education System in Canada. (Saskatoon: National Forum on Post-Secondary Education, October, 1987.)

22 In this sense, quality of education must be judged on its contribution to the ability of individuals, communities and regions to respond flexibly to change and to sustain themselves in the long-term, typically across a range of occupational experiences. In this sense, placement statistics, which typically measure shorterm outcomes, tell only one small part of a much larger story. See Michele Fortin, op cit; George Psacharopoulos, op cit; Susan Wismer Women's Education and Training in Canada: A Policy Analysis. (Toronto: Canadian Congress for Learning Opportunities for Women, 1988.)

Second, people have pointed out that Canada has taken on an explicit social responsibility for all those citizens entrusted to the care of its communities. Focussing on the fortunate few not only contravenes, for example, the text of the Canadian Charter of Human Rights, but also the historical and current cultural values out of which it was developed.[23]

Thirdly, there are many people who assert that education is not simply for meeting regional labour market needs, but must be for the development of people and their communities as well.[24] So-called 'informal' learning needs,[25] which have traditionally been addressed in non-institutional settings, are becoming a matter of increasing importance not only to would-be learners, but also to the institutions which are expected to respond to their demands.[26] This belief, that education must take an integrated approach to addressing the socio-economic needs of individuals and communities provides the rationale for the two 'faces' of the original mandate, and continues to be prominent in the goals and mission statements of the colleges today.

Finally, there are people who argue from an economic point of view that maximum job mobility and high levels of personal efficiency are essential in order to maximize socio-economic gains from the service sector employment which forms the base of the hourglass, and which supports it.[27] These gains, at all economic levels, from personal well-being through firm profitability to regional economic growth, cannot be attained without a good grounding in basic job-related skills. Interestingly enough, the same argument for a good grounding in basic skills and knowledge — literacy, numeracy, critical thinking, problem solving, interpersonal communication, environmental (socio-cultural-economic) awareness, and a fostering of curiosity and self-confidence — is being made with respect to the much smaller top of the hourglass.[28] Assumptions that one approach to education is necessary for the 'winners,' while another type is good enough for everyone else, may be unfounded.[29]

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23 See Transitions, op. cit.

24 Much of the sustainable development literature, for example, argues that well-being can only be attained through a process of social learning in which economic viability, equality of social opportunity, and cultural self-determination have equal status. Susan Wismer Planning for Sustainable Development in Canada, (forthcoming).

25 Informal learning needs are those which cannot be easily addressed within the 'formal' structures of classroom learning. They tend to be related to process, rather than tied to specific expected outcomes. For example, many community organizations—from horticultural societies to service clubs to advocacy groups—provide a setting in which people acquire important skills and knowledge without ever opening a book, sitting in a class, listening to a formally designated "teacher", or taking an examination.

26 See, for example, Stiles Associates Inc. op cit.

27 While traditional economic thinking has assumed that primary and secondary sectors of the economy "drive" the tertiary sector, some more recent thinking about the restructuring of economies indicates that, increasingly it is the service sector, with its focus on information and human resources which "drives" the rest of industrial economies. See, for example, J. Gershuny, The New Service Economy. (London: F. Pinter, 1983.)

28 See, for example, Walter Pitman, op. cit.; George Psacharopoulos, op cit.

29 If so, it will probably be important for Ontario's colleges to re-examine the whole issue of university-college transfer of credits.

The Team Member Survey

In a series of individual interviews, members of Vision 2000's Study Team 3, on the College and the Community, were asked for their comments on the current and future mandate and value base for the colleges. They affirmed that the original mandate has provided a framework for the development of the colleges which is still very much in place today. Team members saw the two faces of the college mandate as a source of strength — a source of innovation, creativity and important socio-economic and personal contributions in areas where the two faces have spoken with the same voice. In these areas, colleges have become recognized for excellence in providing a type of education which is not available at universities. Training programs for day care workers, for example, have addressed a critical and growing labour market need on a regional basis while making an important local contribution to the quality of lives of the children and parents who receive the services of day care workers in the communities where they both live.

Team members also believed, however, that the two faces of the mandate have been a source of weakness for the colleges and have generated divisions and conflicts which have only been exacerbated as financing has become an increasingly complex and difficult issue. In general, there was consensus among them that the college mandate needs to be reoriented and refocussed, reaffirming the original values of providing fair access, flexibility and adequate support for those with otherwise unmet needs; and of promoting equality, democracy and full participation in society.

Members also suggested that the values of the college system should express a specific concern for the present and future well-being of each student, as one step toward a more holistic view of the purposes of education; and that the colleges should seek to build a desire and capacity for lifelong learning.

Other members suggested that promoting equality is not enough. Ensuring equality would be more desirable, not only with respect to present and future actions, but also in terms of 'rattrapage' — redressing the situation of those who have experienced systemic discrimination in the past. Ensuring equality would also demand respect for and commitment to the cultural self-determination of a variety of cultural and so-called 'minority' groups.

In general, then team members were not calling for radical changes in the mandate and value base of the college system, but instead, a shifting of priorities and a more proactive and critical approach to realizing the mandate and values in action.

Toward A Desirable Future

Planning is as much an art as a science — a process of envisioning a desired future and then adjusting the present in order to make it resemble as closely as possible the vision. While the future never comes, the present is always with us, and it is really all that we have to work with. First, however, it is necessary to develop some consensus around vision.

For the team members we surveyed, while there was little hesitation with respect to mandate and values, there was considerable concern about implementation side of the visioning task. A number of team members commented that The Premier's Council Reports and the Social Assistance Review Committee's Transitions appear to be addressing two different sets of issues — one set concerned with economic progress and competition; the other addressing social responsibilities. For them, it was not clear where the common ground lies and what the place of education in general and community colleges in particular is likely to be within that common ground once found. It is that common ground which must be developed before we can begin to answer questions about how best to implement and reaffirm a reoriented mandate for the college system.

Fortunately for the Vision 2000 team members, they are not the only people involved in trying to picture this common ground. The desire to shift to a more integrated perspective, which brings social, economic, cultural and environmental concerns together; which suggests that locally-based action is the key to global change; and which affirms the importance of equality of opportunity as the key to creating a more peaceful, socially just and economically viable world is a current preoccupation of thoughtful and informed people around the world.[30]

Nevertheless, the task is not a simple one. How can the college system ensure equality and provide fair access in a future which, if it resembles the present, will involve limited financial resources which are expected to serve an increasing number of students and which will have to be divided among an increasing number of educational providers? How important is institutional survival? And, on what basis can colleges argue that they are able to provide the kind and quality of education which will be needed? These are questions which will be addressed in Parts II and III of this research project. The place to start in answering them, however is with consensus on values.

A Value Statement for Colleges in the Year 2000

At a workshop held in April 1989, team members were asked to draft out value statements in small groups. The following represents a synthesis of their efforts:[31]

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to actively adapt to and make a constructive contribution to the world they live in.
>
> Community College education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instil in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's Colleges should model for their communities the peaceful, equitable and viable world for which they educate.

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[30] See, for example, Gro Brundtland, Chair, Our Common Future: The World Commission on Environment and Development. (Oxford: Oxford University Press, 1987.)

[31] Francophone members of Team 3 pointed out that, although there is nothing in this statement which they cannot endorse, the statement does not fully encompass their interests and concerns. See Le Conseil de l'education franco-ontarienne, Plan directeur de l'education franco-ontarienne. (Toronto: CEFO, 1989). Similarly, a value statement written by and for native people would differ from the one presented here.

Key Terms: Fair Access and Adequate Support

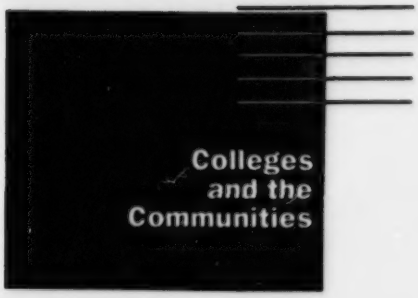
Based on the assumptions in the Value Statement, Study Team 3 members were asked to assist in developing definitions for the key phrases 'fair access' and 'adequate support.' The definitions below are based on their discussions.

Fair Access

Within the college system, fair access means an active effort to provide quality of educational opportunity to all students, through the establishment and implementation of non-discriminatory, non-elitist admission policies, the creation of appropriately flexible programs and services, and through placing special emphasis on those groups which have traditionally been underrepresented in post-secondary education.

Adequate Support

Colleges provide adequate support by ensuring that all measures necessary for successful transition into and out of the college system, including financial resources, services and bridging programs are in place and are equitable and available to all students.



Background Papers

Susan Wismer
Development Initiatives Inc.

Towards the Year 2000: Communities within Colleges

Study Team 3

Towards the Year 2000
Communities within Colleges

Summary

On May 21, 1965, the Hon. William Davis, Minister of Education, introduced Ontario's Colleges of Applied Arts and Technology to the Legislature and to the people of Ontario. The founding statements of principle and policy are clearly committed to providing, as a public responsibility, universal access to a post-secondary education organized to meet the needs of all individuals who could benefit from it.

Colleges very quickly committed themselves to an emphasis on full-time two and three-year programs designed for young, single, primarily anglophone Grade 12 graduates, with no specific disabilities. Financial resources, physical plants and faculty were focussed on full-time programs. It is perhaps not surprising that, in the general rush to serve them, the specific needs of other groups and individuals were assumed to have less priority. The results has been a legacy of systemic barriers for learners who do not fit the stereotype.[1]

Research done for Vision 2000 has attempted to specifically identify barriers within the college system. Problems related to attitudes of employees, physical facilities, supporting services (e.g., translators for deaf students), the organization and structure of programs and courses, and the structure and allocation of the college system's resource base have been identified.[2] Over the years since the colleges were established, consistent concerns have been expressed with respect to barriers experienced by identified 'communities' of potential college students.[3] In addition to people with specific disabilities, native people, francophone people, 'dropouts,' older workers in need of retraining, women and people of diverse racial and cultural backgrounds have all been identified as facing significant barriers within the colleges.

Attitudinal, financial and physical barriers persist. While it is certain that some individuals within these groups have experienced overt discrimination, by far the greatest problem is with systemic discrimination - the institutional arrangements which mean that, despite the good intentions of everyone involved, some people are ultimately 'less equal' than others.[4]

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1 Systemic barriers are those which result in systemic discrimination. Systemic barriers are typically hidden, visible only to those who experience them. They are hidden in institutional policies, regulations, facilities and in the content and structure of individual programs and courses. Within the college system, systemic discrimination exists anytime an institutional arrangement encourages or discourages individuals because they belong to certain groups of possess certain characteristics, rather than because of their ability to benefit from postsecondary education.

2 See, for example, Teresa Karolewski, "Continuing Education in Ontario's Community Colleges: Student Profiles, Barriers and Exceptional Practices," (unpublished paper prepared for Vision 200, June 1989); Jo Oppenheimer, "The Relationship Between Schools and Colleges," (Vision 2000, Colleges and the Educational Spectrum - Colleges and Schools. Toronto: Ontario Council of Regents, 1989); Elizabeth Thorsen, "Special Needs Students: Toward the Year 2000," (Vision 2000, Colleges and the Communities. Toronto: Ontario Council of Regents, 1989).

3 Communities are groups of people, who, on the basis of place of residence, interests, culture or belief, have a sense of linked destiny. In this case, we are referring to groups of people within the colleges who identify with one another, based on shared characteristics, common culture or common interests.

4 See Vision 2000, With the Future in Mind: An Environmental Scan. (Toronto: Ontario Council of Regents, March, 1989), for a review of communities which have been identified as being underserviced, or possibly underserviced by the colleges.

Both the Ontario labour force and the colleges which work with its members, must learn to live within a changing context which emphasizes, increasingly, the importance of diversity and flexibility. In order to maintain its historical status as a developed nation, Canada will need to invest heavily in human resource development.[5] It will require a skilled and adaptable workforce with the developed capacity to serve clients from all over the world. In practice, this investment in human resource development will require that the broadest range possible of people is provided with the opportunity to acquire or improve skills and knowledge at all levels of the educational system: primary, secondary and post-secondary, no matter what their previous educational or occupational experience has been.[6] In this context, Ontario's colleges clearly have an important role to play in the post-secondary area, in helping to ensure that Ontario's requirements for diversity, flexibility and optimum capability within its labour force are satisfied.

In order to make a positive contribution to current and future needs for a diverse and well-prepared population in Ontario, community colleges must be fully committed to the principle of equitable access. Team 3's definition of equitable access is as follows:

> Within the college system, equitable access means an active effort to provide equality of educational opportunity to all students, through the implementation of non-discriminatory, non-elitist admission policies and the creation of appropriately flexible programs and services which enable traditionally underrepresented groups to participate fully in post-secondary education.

Equitable access is not primarily a matter of numbers. Whether colleges recruit more students is a relatively minor concern. Equitable access is a matter of ensuring, through policies, support services, the structure and content of programs and courses, and the structure and allocation of resources, that all members of the communities colleges serve have equal opportunity to benefit from the resources that colleges represent.

From the research undertaken by Study Team 3, four important themes have emerged, which begin to address the question of 'How?.' The four themes are lifelong learning, service to diverse groups, new approaches to accountability, and planning for change.

Although there will be no one recipe which can be used across the college system, some common elements in implementation of a commitment to equitable access which embraces all four of the strategic areas identified above are: ongoing research; education and employment equity policies and procedures for monitoring implementation; new approaches to collaborative planning and decision-making; commitment of additional resources to human resource development and to accommodation of special needs; increased provision for preparatory and remedial education within the college system and for outreach to individuals and groups still outside it; and abolition of distinctions between full-time and part-time students and programs.

Along with many of those whose submissions and responses contributed to this stage of our research, we believe that a commitment to equitable access is not only desirable, but is essential if colleges are to maintain their relevance into the twenty-first century. Like many of our respondents too, we have concluded that colleges have only begun to explore the possibilities for implementing that commitment. Our conclusions are tempered with the awareness, however, that implementation will require setting aside some traditional viewpoints and structures which have been central to college operations during the past two decades. It remains to be seen whether the will exists to engage in the risky and unsettling process of

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5 Premier's Council, Competing in the New Global Economy, (Toronto: Queen's Printer, 1988).

6 See Pat Armstrong and Hugh Armstrong, "Choosing Equity and Prosperity: Access to College and the Ontario Economy," in Colleges and the Changing Economy, (Toronto: Vision 2000, 1989), for a more detailed supporting argument.

change which will be necessary in order that our grandchildren can attend community colleges which are important and viable parts of the communities they serve.

Sommaire

Le 21 mai 1965, l'honorable William Davis, ministre de l'Éducation, a présenté les Collèges d'arts appliqués et de technologie de l'Ontario à l'Assemblée législative et aux citoyens de l'Ontario. Les énoncés de principe et de politique fondateurs visent clairement à assurer, en tant que responsabilité publique, l'accès universel à une éducation postsecondaire destinée à répondre aux besoins de tous ceux qui pourraient en profiter.

Les collèges se sont rapidement orientés vers des programmes à plein temps de deux ans et de trois ans conçus à l'intention des jeunes diplômés de la 12e année, célibataires, principalement anglophones et ne souffrant d'aucun handicap particulier. Les ressources financières, les installations et le corps professoral visaient surtout les programmes à plein temps. Il n'est peut-être donc pas surprenant que, au cours de la ruée pour répondre aux besoins de ce groupe, on ait accordé moins d'importance aux besoins particuliers des membres des autres groupes. Il en est malheureusement résulté des obstacles systémiques pour les étudiants qui ne correspondaient pas au stéréotype.[7]

Les recherches menées pour Vision 2000 visaient expressément à identifier les obstacles au sein du système collégial. On a pu identifier des problèmes quant aux attitudes des employés, aux installations, aux services de soutien (p. ex., traducteurs pour les étudiants sourds), à l'organisation et à la structure des programmes et des cours, et à la structure et à la répartition des ressources du système.[8] Depuis l'établissement des collèges, on exprime les mêmes inquiétudes en ce qui a trait aux obstacles auxquels font face les 'collectivités'[9] d'où devraient normalement provenir les étudiants du palier collégial. Outre les personnes souffrant d'un handicap particulier, les autochtones, les francophones, les décrocheurs, les travailleurs plus âgés ayant besoin de recyclage, les femmes et les personnes de divers horizons raciaux et culturels sont tous identifiés comme faisant face à d'importants obstacles au sein des collèges.

Les obstacles persistent sur le plan des finances, des installations et des attitudes. Bien que quelques membres de ces groupes aient été victimes d'une discrimination déclarée, le plus gros problème demeure la discrimination systémique — les dispositions institutionnelles qui font que, malgré les bonnes intentions, certaines personnes sont considérées comme 'inférieures' à d'autres.[10]

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7 Les obstacles systémiques sont ceux qui entraînent la discrimination systémique. En général, ils sont cachés, visibles uniquement pour ceux qui les rencontrent. Ils se trouvent dans les politiques, les règlements, les installations, ainsi que dans le contenu et la structure des programmes et des cours individuels. Au sein du système, la discrimination systémique existe lorsque des dispositions institutionnelles encouragent ou découragent un individu en raison de son appartenance à un groupe quelconque ou du fait qu'il possède certaines caractéristiques, plutôt que de sa capacité de tirer profit d'une éducation postsecondaire.

8 Voir, par exemple, Teresa Karolewski, op. cit.; Jo Oppenheimer, op cit; Elizabeth Thorsen, op. cit.

9 Les collectivités sont des groupes de personnes qui, selon leur résidence, leurs intérêts, leur culture ou leur foi, éprouvent le sentiment d'un même destin. Dans ce cas, il s'agit de groupes de personnes au sein des collèges qui s'identifient l'un à l'autre, selon les traits, la culture et les intérêts qu'ils partagent.

10 Voir Vision 2000, With the Future in Mind: An Environmental Scan, Toronto, Conseil ontarien des affaires collégiales, mars 1989, pour un examen des collectivités qui sont considérées comme mal desservies ou possiblement mal desservies par les collèges.

La main-d'oeuvre de l'Ontario et les collèges qui collaborent avec ses membres doivent apprendre à s'adapter à une situation où diversité et flexibilité constituent des facteurs sans cesse plus importants. Afin de maintenir son statut historique comme pays développé, le Canada devra faire d'importants investissements en ce qui a trait au développement des ressources humaines.[11] Ceci nécessitera une main-d'oeuvre possédant les aptitudes et les compétences nécessaires pour répondre aux besoins des clients provenant des quatre coins du globe. En pratique, cet investissement au niveau du développement des ressources humaines exigera que la plus vaste gamme possible de personnes ait l'occasion d'acquérir des compétences et des connaissances et de se perfectionner à tous les paliers du système d'éducation, soit primaire, secondaire ou postsecondaire, peu importe leurs antécédents scolaires et professionnels.[12] Dans ce contexte, les collèges de l'Ontario ont manifestement un rôle important à jouer dans le secteur postsecondaire, pour aider à satisfaire aux besoins de l'Ontario sur le plan de la diversité, de la flexibilité et des capacités optimales de sa main-d'oeuvre.

Pour contribuer de façon positive, maintenant et dans l'avenir, à la diversité et à une bonne préparation de la population de l'Ontario, les collèges communautaires doivent s'engager pleinement à l'égard du principe de l'accès équitable. Selon l'Équipe 3, la définition de l'accès équitable se lit comme suit :

> Au sein du réseau collégial, le principe de l'accès équitable consiste à offrir des possibilités d'éducation égales à tous les étudiants, par le biais de l'application de politiques d'admission non discriminatoires et non élitistes et de la création de programmes et de services convenablement flexibles permettant aux groupes mal représentés de profiter d'une éducation postsecondaire.

L'accès équitable n'est pas uniquement une question de chiffres. Le fait que les collèges recrutent plus ou moins d'étudiants constitue une préoccupation secondaire. Il s'agit de faire en sorte, par le biais de politiques, de services de soutien, de la structure et du contenu des programmes et des cours, et de la structure et de la répartition des ressources, que tous les membres des collectivités que desservent les collèges communautaires aient des chances égales de profiter des ressources que ces collèges représentent.

Selon les recherches effectuées par l'Équipe 3, quatre thèmes importants quant à la manière de fournir un accès équitable se dégagent: l'éducation permanente, les services aux divers groupes, les nouvelles approches de responsabilité et la planification du changement.

Quoiqu'il n'y ait pas de solution unique qui résoudrait les problèmes dans tous les collèges du réseau, voici quelques éléments communs, pouvant servir de fil directeur dans la mise en oeuvre du principe de l'accès équitable tout en retenant les quatre préoccupations majeures : des recherches constantes, des politiques sur l'équité en matière d'emploi et d'éducation et des procédures de contrôle de la mise en oeuvre; de nouvelles approches quant à la planification collective et à la prise des décisions; un engagement à consacrer d'autres ressources au développement des ressources humaines et aux besoins particuliers; une importance accrue de l'enseignement préparatoire et correctif au sein du système et des services aux personnes et aux groupes qui ne font pas partie de ce système; et la suppression des différences entre les étudiants et les programmes à plein temps et à temps partiel.

Conformément aux nombreuses soumissions et réponses qui ont aidé à cette étape de nos recherches, nous sommes d'avis qu'un engagement envers l'accès équitable est non seulement souhaitable mais essentiel pour assurer que les collèges jouent un rôle important au cours du prochain siècle. Tout comme ceux qui ont contribué aux recherches, nous concluons que les collèges viennent tout juste de commencer à explorer les possibilités de mettre en oeuvre cet engagement. Toutefois, nous sommes également conscients que cette mise en oeuvre

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11 Conseil du premier ministre, Competing in the New Global Economy, Toronto, Imprimeur de la Reine, 1988.

12 Voir Pat Armstrong et Hugh Armstrong, "Le Choix entre l'équité et la prospérité : l'accès aux collèges et à l'économie de l'Ontario" (Colleges and the Changing Economy, Toronto : Vision 2000, 1989) pour des arguments plus détaillés.

nécessitera des changements aux opinions et aux structures traditionnelles qui étaient indispensables au fonctionnement des collèges au cours des deux dernières décennies. Il reste à voir s'il existe une volonté d'entreprendre ce processus de changement difficile et bouleversant mais nécessaire afin d'assurer que nos petits-enfants puissent fréquenter des collèges communautaires qui constituent un élément important et viable des collectivités qu'ils desservent.

Table of Contents

	Page
Introduction	1
Who Gets a College Education? Policies and Practices	2
Founding Policies	2
Practice	3
Towards the Year 2000: Who SHOULD Get a College Education?	6
The Importance of Equitable Access	6
The 'How' of Equitable Access	9
i) Lifelong Learning:	9
ii) Service to Diverse Groups:	11
iii) A New Approach to Accountability:	13
iv) Planning for Change:	14
Conclusions	16

Introduction

This is the second in a series of three discussion papers which have been prepared, based on the results of a research project conducted by Vision 2000's Study Team 3. Vision 2000 is a comprehensive review of the mandate of the community college system, involving participation from a wide range of interest groups. Five teams have been established to look at specific areas and to coordinate research and public participation in their respective areas.

Study Team 3, on the Colleges and the Communities, has a particular mandate to look at issues related to access and equity. As part of its contribution to the review, Study Team 3 has undertaken a research project. This paper represents the results of Part II of the research. Part I examined the values on which the colleges should base their decisions in the year 2000. The focus of Part II of the research project is on communities, on the people the colleges have been established to serve. Part III of the research has examined relevancy and linkages, in order to consider how colleges can best serve their communities.

Part II addresses the following research questions:

- Who are the learners that the college will/should serve in the year 2000?
- Given the changes in learners and the increasing diversity of Ontario society, who will be the employees of the college system be in the year 2000?
- How can colleges provides fair access and adequate support to diverse groups?

In connection with its Part I research, Study Team 3 has drafted the following recommended values statement for colleges in the year 2000:

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to actively adapt to and make a constructive contribution to the world in which they live. Community College education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instill in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's Colleges should model for their communities the peaceful, equitable and viable world for which they educate.

In its final paragraph, the recommended values statement provides some guidance regarding Team 3's view of who it is that the colleges should seek to serve, with its specific reference to diverse groups and to emphasizing those groups who are least well served by other educational organizations. The purpose of this paper is to examine the implications of that viewpoint. The following section focuses on historical and current policies and practice in the colleges with respect to clients served. Later in the paper, the expressed views of various participants in the Vision 2000 process will be examined to see in what ways they tend to

agree or disagree with the views represented in the values statement. Finally, some conclusions with specific reference to the research questions for Part II will be offered.

Who Gets a College Education? Policies and Practices

Founding Policies

On May 21, 1965, the Hon. William Davis, Minister of Education, introduced Ontario's Colleges of Applied Arts and Technology to the Legislature and to the people of Ontario. His speech provided the policy framework for the development of Ontario's system of community colleges. It ended with the following call to action:

> "To do otherwise than forge ahead along the lines I have sketched for you today, would seem to me to mean turning our backs on the real and legitimate needs and demands of very substantial numbers of young and older people in our province. I have no intention of permitting any group of young people to be forgotten or deprived, or of any group of adults needing retraining for a new world of work in a a new age to be neglected. The new era is golden with promise, if only we prepare in time for it. As I see it, Mr. Speaker, we need these colleges as a keystone in one of the segments of the educational system in our province."[13]

Earlier on in his speech, the Minister had discussed in more detail his view of the foundations of college policy regarding who should be served, saying that the colleges should be designed:

> "... for full-time and part-time students, in day or evening courses, and planned to meet the relevant needs of all adults within a community, at all socio-economic levels, of all kinds of interests and aptitudes, and at all stages of educational achievement."[14]

He suggested further that the province of Ontario had a responsibility to provide "some form of postsecondary education (i.e. beyond Grade 12) for all capable of profiting from it;"[15] and that the colleges' role in fulfilling that responsibility would be:

> "1) to provide courses of types and levels beyond, or not suited to, the secondary school setting;
>
> 2) to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
>
> 3) to meet the educational needs of adults and out-of -school youth, whether or not they are secondary school graduates."[16]

The intention of the Minister was clearly to create a system of colleges which would provide a bridge into post-secondary education for all those Ontario residents who did not go to university. He justified his position with a prescient argument based on the transition to a knowledge-intensive society, stating that individual and societal well-being would be based increasingly on a population which has developed its

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13 Hon. William Davis, "Statement in the Legislature, 21 May, 1965, in Ontario Council of Regents for the Colleges of Applied Arts and Technology, Basic Documents: Colleges of Applied Arts and Technology, (Toronto: Ontario Council of Regents, January, 1983), p.1–13.

14 Ibid., p.1–4.

15 Ibid., p.1–5.

16 Ibid., p.1–9.

skills and knowledge to the full extent of its capacity. The founding statements of principle and policy are clearly committed to providing, as a public responsibility, universal access to a post-secondary education organized to meet the needs of all individuals who could benefit from it.

Practice

Colleges very quickly committed themselves to an emphasis on full-time two and three-year programs designed for young, single, primarily anglophone Grade 12 graduates, with no specific disabilities. Financial resources, physical plants and faculty were focussed on full-time programs. Upgrading, English/French as a Second Language and basic adult education programs and continuing education programs had somewhat peripheral status. College services and facilities were organized on the assumption that students were available during day-time hours, with no conflicting child care or employment-related responsibilities. Cafeterias, bookstores, counselling and administrative services were all organized to operate on a day-time schedule. There was little or no provision in most colleges for accommodating the needs of those with specific physical, emotional or learning disabilities. [17]

Young, strongly motivated high school graduates with a clear need for an intensive preparation for work in fields related to health, business, human services and technologies were a highly visible group in the first days of Ontario's colleges. It is perhaps not surprising that, in the general rush to serve them, the specific needs of other groups and individuals were assumed to have less priority. The result has been a legacy of systemic barriers for learners who do not fit the stereotype.[18]

Research done for Vision 2000 has attempted to specifically identify barriers within the college system. Problems related to attitudes of employees, physical facilities, supporting services (e.g., translators for deaf students), the organization and structure of programs and courses, and the structure and allocation of the college system's resource base have been identified.[19]

One study found, for example, that part-time students are considered to be 'less important' than full-time students; and that this opinion expressed itself not only in the attitudes of faculty, administrators and support staff, but also in the structure of resources, programs, services and information provided. In 1987-88, for example, part-time funded tuition represented 27% of all tuition revenue in Ontario's colleges, yet only 8% of expenditures were directed to part-time funded activity.[20]

Another study found that in 1987 there were approximately five registered part-time college students for every full-time student; and historically, growth in part-time student enrollments has increased

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17 Teresa Karolewski, "Continuing Education in Ontario's Community Colleges: Student Profiles, Barriers and Exceptional Practices," (unpublished paper prepared for Vision 2000, June 1989.

18 Systemic barriers are those which result in systemic discrimination. Systemic barriers are typically hidden, visible only to those who experience them. They are hidden in institutional policies, regulations, facilities and in the content and structure of individual programs and courses. Within the college system, systemic discrimination exists anytime an institutional arrangement encourages or discourages individuals because they belong to certain groups of possess certain characteristics, rather than because of their ability to benefit from postsecondary education.

19 See, for example, Teresa Karolewski, op cit; Jo Oppenheimer, "The Relationship Between Schools and Colleges," (Colleges and the Educational Spectrum - Colleges and Schools, Toronto: Vision 2000, 1989); Elizabeth Thorsen, "Special Needs Students: Toward the Year 2000," (Colleges and the Communities, Toronto: Vision 2000, 1989).

20 Teresa Karolewski, op. cit., p. 12.

steadily, while full-time enrollments appear to be stabilizing for the province as a whole.[21] Clearly, there is no justification for assuming that part-time students are any less important than full-time students.

It is not only part-time students who face systemic barriers. One study conducted, after a survey of college initiatives designed with specific reference to those with 'special needs,' found that:

> "Beyond these specially designed programs, there is little evidence that those with special needs are actively recruited or encouraged to enrol in college programs."[22]

This researcher found a general situation in which, although special funding has become available to colleges to address 'special needs,' progress continues to be slow. Comprehensive, quantitative data on the experience of identified special needs students within the college system is not available. However, based on the information which is available, it does appear that people with specific disabilities are significantly underrepresented in the college population, relative to their numbers in the province as a whole. [23]

Another group which has been the focus of considerable concern during the course of the Vision 2000 process has been older students. Demographic changes mean that the once-prominent group of 17-24 year old school-leavers is becoming a smaller proportion of Ontario's total population. Increasingly, as the average age of the population increases, the pool of potential college students is also growing older. Currently, 85% of full-time post-secondary students are still between the ages of 17 and 24; however, a decreasing proportion of these students are in the younger, 17-19 year range. Among part-time students, who are the majority of college students, most are aged 25-44. It is no longer possible to assume that most students will be single, without responsibilities for children and aging parents and without ongoing employment responsibilities. Colleges have begun to adapt to the changing profile of work and family life responsibilities of their students, but there are still very few (if any) which offer, for example, comprehensive child care services (day care, after-4 and evening care). Other adjustments, such as offering open-ended or extended options for completion of certificate programs, have been initiated by some colleges in some program areas, but are by no means system-wide.

Vision 2000 research suggests that there will be increasing pressure to change further in order to meet the needs of an older student population.[24] In particular, the current structure of funding for the system, which is currently based on a head count of 'full-time equivalents,' needs to be remodelled in order to allow for greater flexibility at the program and course level within individual colleges.[25]

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21 Jo Oppenheimer, op. cit.

22 Elizabeth Thorsen, op. cit.

23 Ibid.

24 Vision 2000, With the Future in Mind, op. cit.

25 It is clearly beyond the mandate of Vision 2000 to come up with proposals for new funding formulae. However, a number of suggestions have been received which indicate what some of the possibilities might be. Ideas included: a move to increased block funding, funding by course-student units, interministerial initiatives involving joint funding of programs and educational-related services on a system-wide basis, and increased incentive funding available to colleges which wish to engage in innovative programming.

Over the years since the colleges were established, consistent concerns have been expressed with respect to other identified 'communities' of potential college students.[26] In addition to people with specific disabilities, native people, francophone people, 'dropouts,' older workers in need of retraining, women and people of diverse racial and cultural backgrounds have all been identified as facing significant barriers within the colleges.

Attitudinal, financial and physical barriers persist. While it is certain that some individuals within these groups have experienced overt discrimination, by far the greatest problem is with systemic discrimination - the institutional arrangements which mean that, despite the good intentions of everyone involved, some people are ultimately 'less equal' than others.[27]

The Hon. Mr. Davis' vision of universal, undifferentiated access to colleges by all those who have the capacity to benefit from non-university post-secondary education has never been fully implemented. As discussed above, Vision 2000 research has found that there are many people who have reduced accessibility to and visibility within the colleges, because of characteristics which are unrelated to their capacity to benefit from post-secondary education. Vision 2000 research has also found that some of those who appear to fit the 'mold' - and are young, single, Grade 12 graduates, have apparently been less well-served than might have been expected. Of the 36% of grade 12 students who were identified in one study as potential college students, only about one-half actually attended college. [28] Another study found that, of those who do enrol in full-time programs, over 40% will not complete their programs of study; and that very little is known about why this is the case.[29] There is a growing concern that this level of retention represents a significant waste of college and student resources and needs to be addressed systematically.[30]

Colleges in Ontario, like community colleges in other parts of Canada, have found that:

> "The conventional adage of the sixties and seventies, that colleges would provide learning opportunities for all or a wide cross section of society, must be regarded as no longer applicable"."[31]

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26 Communities are groups of people who, on the basis of place of residence, interests, culture or belief, have a sense of linked destiny. In this case, we are referring to groups of people within the colleges who identify with one another, based on shared characteristics, common culture or common interests.

27 See Vision 2000, With the Future in Mind: An Environmental Scan, op. cit., for a review of communities which have been identified as being underserviced, or possibly underserviced by the colleges.

28 Jo Oppenheimer, op. cit.

29 Vision 2000, Mini-Project #17, "Student Attrition in the College System," (Empirical Features of the College System, Toronto: Vision 2000, 1989).

30 Vision 2000's Study Team 4 and 5 have taken a close look at the implications of current retention levels.

31 John Dennison and John S. Levin, Canada's Community Colleges in the 1980s, (Vancouver: University of British Columbia, August, 1988), p.177.

Towards the Year 2000: Who SHOULD Get a College Education?

The Importance of Equitable Access

It does not appear that governments will be willing or able to significantly increase their community college funding in the foreseeable future.[32] In a context of limited resources, it is easy to jump to the conclusion that what is necessary is to identify who will not be served in the year 2000.

To do so however, would be to ignore the social and economic context in which colleges operate. The Hon. Mr. Davis' arguments for universal access have not lost any of their force in the intervening 25 years. Industrial countries like Canada are now in the midst of the structural economic changes which the Minister glimpsed on the horizon. As he predicted, developed economies are increasingly knowledge-based; and markets have increasingly global dimensions. In order to maintain its historical status as a developed nation, Canada will need to invest heavily in human resource development.[33] It will require a skilled and adaptable workforce with the developed capacity to serve clients from all over the world. Both the Ontario labour force and the colleges which work with its members, must learn to live within a changing context which emphasizes, to an increasing degree, the importance of diversity and flexibility. In practice, this investment in human resource development will require that the broadest possible range of people is provided with the opportunity to acquire or improve skills and knowledge at all levels of the educational system: primary, secondary and post-secondary, no matter what their previous educational or occupational experience has been. In this context, Ontario's colleges clearly have an important role to play in the post-secondary area, in helping to ensure that Ontario's requirements for diversity, flexibility and optimum capability within its labour force are satisfied.[34]

Apart from the needs of the labour market, the social and cultural needs of Ontario's communities are also changing. Ontario's population is becoming increasingly heterogeneous in a variety of ways.[35] Those people who are best able to adapt to promote social harmony and the development of strong communities within a rapidly changing socio-cultural context are also those who have acquired the skills and knowledge necessary to be flexible, adaptable and appreciative of the importance of diversity. By providing a bridge into post-secondary education for as diverse a group of students as possible, and by providing those students with the opportunity to successfully develop a set of core skills which will enhance their capacity for 'learning to learn' in a variety of situations, Ontario's colleges will not only be contributing to achievement of the province's economic goals, but to its socio-cultural aspirations as well.

In order to make a positive contribution to current and future needs for a diverse and well-prepared population in Ontario, community colleges must be fully committed to the principle of equitable access.

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32 John Dennison and John S. Levin, op. cit.

33 Premier's Council, Competing in the New Global Economy, (Toronto: Queen's Printer, 1988).

34 See Pat Armstrong and Hugh Armstrong, "Choosing Equity and Prosperity: Access to College and the Ontario Economy," in Colleges and the Changing Economy, (Toronto: Vision 2000, 1989), for a more detailed supporting argument.

35 Vision 2000, With the Future in Mind: An Environmental Scan, op. cit.

The following quotes provide the basis for defining the term:

> "... accessibility, in it simplest terms, means that post-secondary education must be available to the sons and daughters of people who have not themselves had the opportunity, and to those groups in our society who have not enjoyed equal opportunity to participate ..."[36]

> "Access: The opportunity for students to enrol and succeed in appropriate college programs."[37]

The definition of equitable access which Study Team 3 has developed includes the central ideas expressed in both statements above: that access is an historical process of progressively removing barriers, with emphasis on those who have been least well-served in the past, and that access is not simply the opportunity to get past the front doors. It means the equitable provision of 'opportunity to succeed' : finding within those doors the constellations of resources and services necessary for realization of a capacity to benefit from post-secondary education. Team 3's definition of equitable access is as follows:

> Within the college system, equitable access means an active effort to provide equality of educational opportunity to all students, through the implementation of non-discriminatory, non-elitist admission policies and the creation of appropriately flexible programs and services which enable traditionally underrepresented groups to participate fully in postsecondary education.

Equitable access is not primarily a matter of numbers. Whether colleges recruit more students is a relatively minor concern. Equitable access is a matter of ensuring, through policies, support services, the structure and content of programs and courses, and the structure and allocation of resources, that all members of the communities colleges serve have equal opportunity to benefit from the resources that colleges represent.

Some concern has been expressed about whether colleges can 'afford' equitable access. One response to that concern relates to the point made above - that equitable access has at least as much to do with quality as it does with quantity. Of course, equitable access costs money, but it does not necessarily cost more money.[38] A wide variety of submissions to Vision 2000's Study Team 3 have emphasized the belief that equitable access is a matter of eliminating 'waste' (for example, by increasing retention rates) and of reallocating resources (based on the development, for example of new policies designed to ensure that college employees and students are representative of the diversity of the communities colleges serve).[39] Everyone accepts that resources will continue to be constrained. Many people believe as well that a more equitable allocation of resources will also be a more efficient use of available resources.[40]

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36 Brian Segal, Chair, Report of the National Forum on Post-Secondary Education, (Toronto: Council of Ministers of Education, Canada, 1988).

37 Terry Dance, "Access and Quality: Preparatory and Remedial Education in the Colleges," (Challenges to the College and the College System, Toronto: Vision 2000, 1989), p.4.

38 It is important to note here, however, that equitable access does not provide an argument for less money. A recurrent concern among college employees throughout the Vision 2000 process has been that the outcomes of Vision 2000 should not be used to justify further cutbacks in funding to community colleges.

39 This was, for example, an important and recurring theme in the response to Team 3's survey, carried out in the summer of 1989.

40 See, for example, Rianne Mahon, "Towards a Highly Qualified Workforce: Improving the Terms of the Equity-Efficiency Trade-Off," (Colleges and the Changing Economy, Toronto: Vision 2000, 1989).

Equity, however, is not primarily a matter of efficiency. It is a matter of the values and principles on which Canadian society is based, and of the community standards which provide evidence of those values and principles in action. The argument that equity is a fundamental value in Canadian society finds expression in a variety of ways.

Socio-economic analysis, for example, provides arguments which suggest that a commitment to equitable access is in the long-term best interests of Ontario's community colleges, if they wish to remain relevant and valued institutions in Ontario society. In general, most socio-economic arguments supporting a commitment to equity are based on the idea that maximum human resource development is an essential aspect of labour market development for effective competition in global, knowledge-based economies and/or for decreasing the social costs incurred when people are systematically excluded from the high quality sectors of those labour markets. [41]

Given their dependence on public funding, continued financial support for colleges will rest on their evident contribution to the socio-economic well-being of the communities and regions they serve. The socio-economic milieu in which colleges exist, during these last years of the twentieth century is one in which, increasingly, people are acknowledging that long-term survival and well-being is directly linked to issues of equity.[42] What the socio-economic arguments indicate is that Ontario's community colleges must ensure that they can afford equitable access, because they cannot afford its absence. It appears that long-term viability for Ontario's colleges will rest just as much on their contribution to the equitable distribution of educational resources within and across communities as it will on their general contribution to the human resource development needs of the province as a whole.

The fundamental argument, however, for a commitment to equitable access is that the province of Ontario is clearly committed to equity, as a matter of policy. The Ontario Code of Human Rights, the Canadian Charter of Rights and Freedoms, Ontario's participation in First Ministers' Conferences on the Status of Women, Ontario's commitment in policy to native self-government in 1985, Ontario's Bill 82 which establishes the right to appropriate education, the French Language Services Act, provincial multicultural policy and a number of other pieces of provincial legislation and/ or policy have affirmed the right to equality of opportunity and self-determination of every Ontario resident and have placed increasing amounts of responsibility for ensuring that these things become a reality on relevant institutions. Colleges are not exempt.

Fundamental changes are needed, not to the commitment in policy to access, but to the ways in which that policy has historically been implemented. Ontario's colleges should not support policies or practices which limit equitable access. In fact, current legislation suggests that Ontario's colleges cannot ignore the equity requirement which is part of the reality of Canadian life in the late twentieth century. All indications are that the initial commitment made to access is just as relevant and important now as it was in

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41 High quality sectors are those which provide jobs offering decent wages, good benefits, safe and healthy working conditions and reasonable security (Susan Wismer, Women's Education and Training in Canada, Toronto: Canadian Congress for Learning Opportunities for Women, 1988). For further discussion of the socio-economic dimensions of the equity arguments, see, for example, Pat Armstrong and Hugh Armstrong, and Rianne Mahon in Vision 2000 publications op.cit.; Social Assistance Review Committee, Transitions, (Toronto: Queen's Printer, 1988); Terry Dance, op. cit.

42 See, for example, Hon. John Sweeney, Minister, Looking Ahead: Trends and Implications in the Social Environment, (Toronto: Ontario Ministry of Community and Social Services/Queen's Printer, 1989); Hon. Bette Stephenson, Minister, "Toward the Year 2000: Future Conditions and Strategic Options for the Support of Learning in Ontario," Review and Evaluation Bulletin 5:1, (Toronto: Ontario Ministry of Education/Ontario Ministry of Colleges and Universities/Queen's Printer, 1984); Provincial Access Committee, Access to Advanced Education and Job Training in British Columbia, (Victoria: Ministry of Advanced Education and Job Training, 1988). For a global perspective on the same argument, see Gro Brundtland, Chair, Our Common Future, (Oxford: Oxford University Press, 1987).

1965, and that it will continue to be, if colleges are to participate actively in the achievement of provincial socio-economic goals. But colleges have never been able to effectively implement the Minister's initial commitment to universal access. A new focus on implementation is required. A renewed commitment to the principle of equitable access is a necessary starting point in creating that focus.

The 'How' of Equitable Access

The question "Who should the learners be in the year 2000?" may not be entirely appropriate. If the initial commitment to access is maintained, but the orientation to its implementation is to be changed through a commitment to equitable access, then the starting point for an investigation in to who should get a college education should probably be a question asking "How?": "How can the non-university post-secondary needs of the residents of Ontario's communities best be served, with the resources available?"

During the summer months of 1989, Study Team 3 conducted a two-part survey which asked for a careful consideration of the question of 'How?' Participants in the survey were selected on the basis of interest, and on the basis of their ability to bring to the Team's work the perspectives of a variety of communities within the colleges. At the same time as the survey work was ongoing, the Study Team 3 office was receiving independent submissions, 'visions' of the colleges in the year 2000. By August, some 60 visions had been received by Study Team 3 from colleges, college-affiliated committees and community organizations. In addition, submissions relevant to access and equity issues were also being received by other teams and were passed along to Study Team 3.

The result was that, by the end of the summer, we had a rich body of information to draw from for this part of the research. From the diversity of responses to the survey and in the many visions submitted, four important themes have emerged, which begin to address the question of 'How?.' The four themes of lifelong learning, service to diverse groups, new approaches to accountability, and planning for change are briefly reviewed below. Together they provide a framework for the more specific articulation of implementation strategies which will hopefully the work of Vision 2000.

I) Lifelong Learning:

Lifelong learning has been defined as follows:

> 'Lifelong learning 'includes those purposeful activities that people undertake with the intention of increasing their knowledge, developing and updating their skills, and modifying their attitudes throughout their lifetimes.[43]

Study Team 3's concern with lifelong learning as one key element in a college system strategy for the year 2000 was supported in a wide variety of independent submissions. In one research exercise done for Vision 2000, for example, the responses of 698 people to a request for 'Mini-scans' was analyzed. Among this group, 'lifelong learning' was the third most frequently mentioned area for change in Ontario society by the year 2000, after 'impact of technology' and 'aging population'.[44] The quotes below are illustrative of the perspective which participants in the Vision 2000 process have on lifelong learning. In general, their comments indicated a strong belief that Ontario's colleges still have much work to do in order to fully address the idea of lifelong learning:

> "There emerged a need for change — for 're-direction' — if we are truly going to meet part-time learners' needs in the future. Our challenge is to recognize and plan for changing realities. We face

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43 Organization for Economic Cooperation and Development, Secretariat, Learning Opportunities for Adults: Framework for a Comprehensive Policy for Adult Education, (Paris: OECD, 1975).

44 Irene Ross, "Mini-Scanning the Future" (Challenges to the College and the College System, Toronto: Vision 2000, 1989). See also, Sharon Goldberg, "Continuing Education at Ontario's Community Colleges: The Role of the Community Practice of Adult Education at Sir Sanford Fleming College," (unpublished, May, 1989).

an increasingly diverse and rapidly aging population. We also face a work force that is in need of retraining and upgrading more than at any other time in our history (75% of those who will be in the workforce in the year 2000 are already in the work force)."[45]

"(Ten years from now) We are a different institution than we were before. The school is open and flexible. We run part-time and evening diploma programs. it is possible to take diploma programs by attending on weekends only...We have a booming correspondence school; many of our students live many miles away..."[46]

"(Colleges should) provide much more flexibility in program certification, delivery and services to adults, to disadvantaged groups and to workers wanting to upgrade a course at a time."[47]

In practice, lifelong learning means removal of distinctions between part-time and full-time learners, in program structure, in funding, and in support services. The ramifications of the principle of lifelong learning are extensive, requiring not only the reorganization of college programs and structures, but also changes to OSAP (Ontario Student Assistance Program) and to the structure of funding for the colleges themselves to eliminate any systemic biases against part-time learning.

Lifelong learning means lifespan learning: new approaches to accommodating the learning needs of an older clientele, who must balance a commitment to post-secondary education with equally important commitments to children, spouses, aging relatives and places of employment. Their available time for learning is often fragmented by other responsibilities and occurs outside of the regular '9 to 5' working day. Their ability to learn may be significantly influenced by factors such as poor housing or ill health which have not traditionally been considered to be 'educational' in nature, as the following quote points out:

"Chronic unemployment, layoffs, the realities of suddenly becoming a sole-support parent, the experience of abuse in the home are all factors which precipitate or accompany the retraining process for females."[48]

Submissions to Vision 2000 have suggested that it will be important to allocate adequate resources to support services within the colleges, and that colleges will need to have excellent relationships with other 'helping' agencies and organizations within the communities they serve.

Lifelong learning also implies a commitment to working with potential and former students in order to assist them to identify and address their learning needs before and after they register in any particular college program, as well as during it. For example, careful and supportive assessment and counselling for incoming and potential students is clearly linked to retention. Both common sense and available research

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45 Brian Hoobin, "Serving the Part-time Learner," in Robin Pepper, editor, Visions from St. Lawrence, (Brockville/Cornwall/Kingston: St. Lawrence College, 1989), p.10.

46 Gurjit Gill, "Dreaming..." in Robin Pepper, op. cit.

47 Survey respondent, Team 3 Survey, Summer, 1989.

48 Ontario Network for Women in Trades and Technology, "Workshop Report," (Unpublished Vision 2000 submission, July, 1989.)

indicate that if students know what to expect and are well-prepared for what will be expected of them in any particular program, their ability to be successful in it is significantly enhanced.[49]

In recognition of this, a number of colleges are strengthening their relationships with guidance counsellors in high schools, in order to ensure that high school students are well-informed about college education. Study Team 3 has had a particular concern that assessment of incoming students be carried out within a supportive educational framework, so that assessment activities are themselves seen to be learning activities for students and so that any further preparatory or remedial education which assessments may indicate is necessary, is available to students.

Survey respondents felt that colleges have barely begun to address the needs of older workers for ongoing assessment and retraining. A number of respondents expressed the opinion that the needs of mature workers, both employed and laid-off, will have to take on a new prominence in determining the structure and content of college programs and services, if colleges are to effectively implement a commitment to lifelong learning.

ii) Service to Diverse Groups:

The most eloquent and strongly expressed viewpoints received during the summer of 1989, both in our survey and in the submissions and research papers which came to Study Team 3, related to the provision of services to diverse groups of learners. The following quotes provide a sample of some of the sentiments expressed:

> "If colleges are to become truly community colleges, then the kind of college learner attracted may also change — to include a more diverse group of those previously underrepresented — women, visible minorities, physically challenged. I believe that we must become more accessible now, or we will have fewer and fewer college students."[50]

> "There are so many facets to consider: you have the dominant society and the visible minority, but there is nothing more invisible than Indian people..."[51]

> "Indian people have to teach Indian people. We've tried everything (else) and it hasn't worked ..."[52]

> "Colleges, to a large extent, have been able to escape the multicultural challenge in a way that Boards of Education, at least in the Metro Toronto area, have not."[53]

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49 See, for example, Terry Dance, op. cit.

50 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

51 Study Team 3 interview, Spring, 1989.

52 Study Team 3 interview, op. cit.

53 Maureen Hynes, "Equity and Access Issues: Educational and Training Needs of Diverse Racial and Cultural Communities, or, It Takes Time to Turn the Queen Mary Around," (Toronto: George Brown College, June, 1988), p.7.

"Increasing the success rate of adult women learners within colleges necessitates an increase in the number of female instructors in the trades and technologies to serve as role models for the students."[54]

Demographic statistics provide support for the concerns expressed by our respondents. In the Central College Region, for example, the number of students who have native tongues other than English or French has increased by 386% from 1978 to 1987. Statistics and studies also indicate that Franco-Ontarians are underrepresented in the college population as a whole; and that women continue to be 'ghettoized' in a narrow range of college programs. In other areas, statistics are not available. However, community perceptions that specific groups of people are seriously underrepresented within colleges are very strong. Even if statistics indicated that community perceptions were in error (which we do not believe is the case), colleges would still need to respond to the strength and intensity of the perceptions. For colleges, as for other public institutions, it is axiomatic that "justice must not only be done, but also justice must be seen to be done."

Francophones, natives, deaf persons and groups representing diverse racial and ethnic backgrounds have made strong arguments in favour of provision of post-secondary education within the college setting which respects their varying cultural backgrounds, respects their need and desire for self-determination and is oriented toward their particular educational requirements. Their submissions to Study Team 3 advocated measures such as: the adoption of new policies supporting equitable access for diverse groups, human resource development for college employees, consistent and fair mechanisms for evaluating and crediting foreign training, and adjustments to the content and structure of programs in order to acknowledge the importance and legitimacy of having people like themselves present, both in college programs and in the places of employment which receive college graduates.

People with specific disabilities have argued that colleges must extend to them their right to an education. They argue for accommodations in physical facilities which many people associate with access for the disabled. But they also argue that other forms of accommodation are equally important: a supportive and informed group of employees; financial assistance programs specific to their needs; advocacy work with employers; technical aids to enhance their capacity to participate actively in classroom learning; and changes to program structures to allow for alternative approaches to learning (e.g., independent learning), and flexible completion dates.

People with low levels of educational attainment who are in need of literacy and numeracy skills argue that their lack of Grade 12 qualifications is not a sufficient reason to deny them the education which is so clearly in their own interests and in the interests of the communities in which they live. They are arguing for secure, dedicated funding for preparatory and remedial programs within colleges and much stronger, more clearly articulated 'laddering' relationships with community-based training and literacy programs which operate outside college walls.

Not only are colleges being urged to overcome the inflexibilities associated with a traditional attachment to full-time post-secondary programs, they are also being enjoined to put aside forever the stereotyped image of 'student' that has accompanied that attachment. It is no longer possible, if it ever was, for colleges to assume that 'most students' possess any particular group of characteristics, other than a desire to engage in post-secondary education and a capacity to benefit from it.

As with a commitment to lifelong learning, a commitment to service to diverse groups implies structural changes which may be as painful as they are important. As a first step, colleges will need to develop educational equity policies, race and ethnic relations policies, and employment/appointment equity policies. It will no longer be possible to view these policies as optional in the way they apparently have

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54 Network for Women in Trades and Technology, op. cit., p.5.

been seen in the past. Implementation of those policies will require a system-wide commitment, supported with adequate resources and established mechanisms for ongoing evaluation. It will also require, at the local level, degrees of flexibility and accommodation and a level of community involvement in planning and decision making which will be new to most colleges and which will require specifically allocated resources.

iii) A New Approach to Accountability:

A general concern expressed in a variety of ways in responses to the survey, and in independent submissions was that Colleges should be accountable in new ways to the communities they serve, to the students within them and to their funders.

> "Colleges are strong when they have roots deep in the community, and these roots are nurtured by serving local needs."[55]
>
> "Colleges need to work more closely with the community in order to develop innovative and creative training/retraining programs."[56]
>
> "A kind of accountability network would have to be set up within each college, based on qualitative (information)..."[57]
>
> "Increased communications regarding training is necessary to the educational system of the year 2000. Participation of local industry in decision-making with regards to training goals is a key factor in the success of future training endeavors... Perhaps a re-evaluation of all government programs relative to post-secondary training at the college level should be examined to erase duplication and enhance employer participation...."[58]
>
> "Ongoing input (such as this survey) from both inside and outside the colleges... is required."[59]

One important dimension of accountability is related to the collection and sharing of information, as the basis for an ongoing dialogue between colleges and those to whom they are accountable. It was discovered, for example, in conducting research for Vision 2000, that very little is known about why students enrol in colleges, what happens to prevent would-be students from enrolling, why students leave before completing programs, and what happens to students after they finish their programs.[60]

In this area and in others, a general need has been identified for colleges to engage in research at a number of levels. System-wide information-gathering and research is needed for purposes of strategic

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55 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

56 Sheridan College, "Sheridan College Early Childhood Education Departmental Response to Vision 2000 — Study Team 3," (unpublished submission, Vision 2000, Study Team 3, June, 1989).

57 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

58 Sudbury Industrial Training Advisory Committee, "Submission to Vision 2000, Team 3," (unpublished submission, Vision 2000, Study Team 3, August, 1989).

59 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

60 See Terry Dance, op. cit., for a fuller discussion.

planning, program planning and evaluation. At the individual college level, many people advocated new and more comprehensive approaches to regular community-based needs assessment, careful and supportive assessment of incoming students and would-be students, ongoing program evaluation, and careful long-term follow-up studies of graduates.

Study Team 3 received a large number of submissions from community industrial training committees,[61] all of which advocated a closer relationship between colleges and the local employers who they expect will receive their graduates.[62] Their opinions supported those of other community organizations which expressed a strong desire to be directly involved in planning and decision-making. Their submissions included a number of suggestions regarding how this might be accomplished, including restructuring of advisory committees and changing to a system of electing, rather than appointing, Governors of the college Boards.

iv) Planning for Change:

In order to remain relevant to the needs of those they seek to serve, colleges (individually and as a system) need to plan for change. Our research indicates that a positive orientation to change is currently necessary, and will continue to be necessary for the foreseeable future, if colleges are to remain relevant in a changing socio-economic context. Submissions received by Study Team 3 were full of words like 'flexibility,' 'adaptability' and 'creativity.' While some of our survey respondents felt that colleges have been flexible and change-oriented during the past twenty-five years, others felt strongly that institutional rigidities and a commitment to inappropriate policies and practices are holding colleges back:

> "Flexibility will require that the colleges keep abreast of changing trends and needs, and take energetic action to keep faculties up to date."[63]

> "Aside from this current Vision 2000 review, I don't think colleges have begun to assess and develop alternatives to their present structures and programs..."[64]

> "(Colleges are) still in the horse and buggy days!"[65]

Most people seem to agree, however, that colleges were established under assumptions of stability which no longer apply.

One area where careful planning for flexibility and adaptability will be especially important is that of employees of the colleges. A research project done for Vision 2000 suggests that, by the Year 2005, about 50% of current teachers and administrators will have retired. As the year 2000 approaches, the largest

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61 Community industrial training committees are voluntary advisory committees with memberships drawn from local employers in particular communities. They provide advice to training and educational organizations, including colleges, regarding the training needs of industry and the appropriate program responses to these needs.

62 It should be noted here that a number of submissions pointed out that the needs of employers for employees with job-specific training are not always identical with the needs of employees for acquiring portable, flexible skills. While advice from employers is very important, advice from employees and those who represent them, the labour unions, is also critical.

63 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

64 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

65 Respondent, Vision 2000 Study Team 3 Survey, Summer, 1989.

number of faculty will be in the 50-64 age range.[66] What these statistics also suggest is that approximately 50% of current teachers and administrators will still be working in the year 2000. The statistics point to two critical areas of opportunity for renewal and development of employee groups within colleges.

The first is human resource development for all employees, but in particular for those who will tend to be some years removed from previous jobs in other worksettings. Faculty need to be strongly supported by professional development programs designed to provide opportunities for continuing 'hands-on' contact with new developments in areas relevant to their teaching responsibilities, including adult education. All employees need to be given the opportunity to learn to adjust their approaches to their work in ways consistent with changing community values and socio-economic conditions. A number of submissions have suggested, with respect to accountability for example, that faculty and administrators be involved in regular workterms with local employers, to facilitate cooperative working relationships and in order to ensure that college personnel keep up-to-date.

Other submissions focussed on service to diverse groups, and emphasized the need for disability awareness, race relations, and cultural sensitivity training for college faculty, administrators, and support staff. Suggestions directed toward implementation of the principle of lifelong learning have discussed the need for college faculty to receive professional development in areas such as adult education, working with older adults, distance education, independent and modular learning, different learning styles, technical accommodation for the disabled, and off-site curriculum design. Other submissions have advocated a formal 'teacher training' process which would be a condition of employment for college faculty, similar to the accreditation process for primary and secondary school teachers.

Our research suggests that the second opportunity relates to new hiring. Vision 2000's environmental scan, With the Future in Mind, suggests that the impending retirement of nearly half of the college complement of faculty and administrators offers an opportunity to reorganize staffing resources.[67] Colleges need to plan, on a system-wide basis, to make active use of new hirings as vehicles for implementation of employment equity policies.[68] This assumes, however, that colleges will not experience any additional erosion of resources for hiring permanent staff.[69] It will also require a cooperative working relationship between management and the bargaining unit, as a basis for negotiation around such issues as employment equity targets and reallocation of staffing resources to permit, for example, an increased emphasis on a broader range of support services. One critical component of a commitment to planning for change will be the cooperative involvement of management and labour as partners in the planning process.

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66 Bob Bernhardt, Mini-Project #15, "Age Distribution of Faculty and Human Resource Development," (Empirical Features of the College System, Toronto: Vision 2000, 1989).

67 "Employment Equity involves the identification and removal of systemic barriers to employment opportunities that discriminate against women, visible minorities, aboriginal peoples and persons with disabilities. Employment Equity also involves the implementation of social measures and the application of the concept of reasonable accommodation when these are necessary to achieve and maintain a representative workforce." (Employment and Immigration Canada, Employment Equity: A Guide for Employers, Ottawa: Supply and Services Canada, Document number: WH-3-596, p.2.). Although some colleges have implemented affirmative action programs with respect to assisting women to move into management positions, there is no system-wide initiative in this area, nor do there appear to be similar initiatives in place with respect to other designated groups.

68 Vision 2000, With the Future in Mind: An Environmental Scan, op. cit.

69 George Brown College, for example, has experienced a loss of 23 full-time positions during a period in which student enrolments have continued to increase. A number of Vision 2000 submissions expressed a concern about a trend to 'replacing' full-time positions with part-time and sessional personnel.

Conclusion

The reference point for the research discussed in this paper has been the values statement developed by Study Team 3. Our investigation of the first two research questions has been carried out within the context of that statement's commitment to diverse groups, to serving those who are least well-served by other educational institutions, and to modelling, on a system-wide basis, policies and practices consistent with a peaceful, equitable and viable world.

In trying to address the first research question, concerning who should (and, by implication, should not) be college learners in the year 2000, we concluded that it is not in the long-term interests of the colleges to make recommendations which would perpetuate a historical situation in which people with a particular set of characteristics become 'more equal.' If the colleges' commitment is to equitable access, then the critical question is how limited college resources can be shared in the most flexible and equitable way possible among those community residents who are in need of non-university post-secondary education. These decisions cannot be made fairly from the crow's eye viewpoint of Vision 2000's Study Team 3. Our research indicates a high level of consensus that the appropriate approach involves system-wide supports for locally-based action taken in the context of local needs and alternative resources and carried out in consultation with representatives of the interest groups involved.

Our research has allowed us to identify, however, four principles which address the Study Team 3 value statement, are consistent with the submissions received and with the opinions of the team's members who participated in the summer survey, and which offer guidance with respect to implementation of a commitment to equitable access. The four principles of 1) lifelong learning, 2) service to diverse groups 3) new approaches to accountability and 4) planning for change, also provide us with a framework within which we can address the remaining two research questions.

Essential to a commitment to planning for change will be human resource development for current faculty and staff, the implementation of employment equity policies in the context of new hirings, and a cooperative labour-management structure for joint planning and decision-making.

Similarly, the provision of adequate support can best be addressed from within the framework of a commitment in principle to equitable access.[70] Within that framework, it becomes possible to begin to map out alternative approaches to the implementation of the principle.

Although there will be no one recipe which can be used across the college system, some common ingredients will likely include: ongoing research; education and employment equity policies and procedures for monitoring implementation; new approaches to collaborative planning and decision-making; commitment of additional resources to human resource development and to accommodation of special needs; increased provision for preparatory and remedial education within the college system and for outreach to individuals and groups still outside it; and abolition of distinctions between full-time and part-time students and programs. These will be presented as specific recommendations to the Steering Committee for Vision 2000, as part of Team 3's Final Report.

Along with many of those whose submissions and responses contributed to this stage of our research, we believe that a commitment to equitable access is not only desirable, but is essential if colleges are to maintain their relevance into the twenty-first century. Like many of our respondents, we too have

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70 Study Team 3 has defined 'adequate support' as follows: Colleges provide adequate support by ensuring not only that measures are in place which ensure that all students gain maximum educational value during their college experience, but also that all measures necessary for successful transitions into and out of the college system, including financial resources, services and bridging programs are in place and are equitably available to all students.

concluded that colleges have only begun to explore the possibilities for implementing that commitment. However, our conclusions are tempered with the awareness that implementation will require setting aside some traditional viewpoints and structures which have been central to college operations during the past two decades. It remains to be seen whether the will exists to engage in the risky and unsettling process of change which will be necessary in order that our grandchildren can attend community colleges which are important and viable parts of the communities they serve.

Colleges and the Communities

Background Papers

Susan Wismer
Development Initiatives Inc.

Relevancy and Linkages: Colleges and Communities Working Together

Study Team 3

Relevancy and Linkages:
Colleges and Communities Working Together

Summary

This is the third and final discussion paper which has been prepared based on the results of a research project undertaken by Vision 2000's Team 3, on Colleges and Communities. This paper builds on the work done in Parts I and II, in addressing the following research questions:

1. How can the colleges ensure that their courses and program delivery methods are relevant to the needs of their learners?
2. How can co-ordination of government services, community support systems and partnerships with business and industry be achieved for our learners' benefit, both while learners are in college and as they make the transition to work/community?

The long-term best interests of Ontario's community colleges and the public are best served by a commitment from the colleges to equitable access. This will require a new emphasis on diversity among students, employees and educational approach. It will also require on-going consultation with other educational institutions and interest groups to assess needs, share resources and ensure that college programs and courses are relevant.

Relevancy

Five factors were identified as necessary if the content and structure of programs were to be relevant to the needs of learners.

a) An integrated approach to needs assessment:

Colleges have a role in enhancing the ability of people to be productive community members not only in ways that are economic, but also social, cultural and affective. Therefore, needs assessment must be integrated — informed by a holistic view of education, people and communities.

Community needs assessment must be supported by locally based and system-wide research, outreach and strategic planning. Individual needs assessment must be culturally appropriate and must assess whether the student is adequately prepared to benefit from a particular program.

b) Locally-based planning and decision-making:

In order to be relevant to the needs of learners, colleges must not only have developed ties to the provincial labour market, but they must also maintain and further develop their local base. This capacity for locally-based planning and decision-making needs to be supported on a system-wide basis with policies and resources which provide colleges with a common framework for their individual and locally-determined efforts.

c) System-wide supporting structures:

The level of local flexibility which colleges require can only be achieved within the context of system-wide supports. The ideal picture which submissions to Team 3 and research have drawn is one of maximum local flexibility within a system-wide common framework of policies and general standards. A theme which has pervaded the discussion about the nature of the common framework for colleges is the need for colleges to emphasize, across all programs, the development of a core set of portable, flexible skills and knowledge. There is considerable consensus among a diverse group of

people, from international experts on post-secondary education to students currently within the college system, concerning what that core should include: literacy, numeracy, interpersonal and communication, analytical and problem-solving skills, technological literacy, and a developed appreciation of issues related to diverse cultures, global awareness and good citizenship. Also, common criteria is needed around exit standards. Learners would then have greater opportunities for transferability and 'laddering' with other parts of the educational system. Employers would also have a more consistent view of college graduates' abilities.

d) A learner-centred system:

A fundamental change is required in popular concepts of the nature of college education . Adoption of the principle of lifelong learning requires a change of conceptual model, to a model of recurrent education which is cyclical and in which there is no assumed stable endstate in which education is completed.

Lifelong learning requires the adoption of adult education techniques and practices in the planning, design and evaluation of education. The field of adult education provides both theoretical and practical grounding for learner-centred programming. However, the importance of human resource development for college faculty, without a formal background in adult education, is critical. Learner-centred programming is only feasible if the instructor has the skills and knowledge necessary to facilitate it. Although some faculty may already have the well-developed skills in designing individual workplans, facilitating small group learning, and using independent learning technologies which learner-centred programming demands, others will need to be given the opportunity to acquire them.

e) A focus on educational equity:

Given the history of the colleges as post-secondary institutions established in order to provide a bridge into post-secondary education in Ontario, and given an acceptance in legislation and in community values that increased equity is key to future well-being in Ontario, colleges cannot avoid questions of educational equity.

Groups identified during the Vision 2000 process as being 'underserved' within the colleges, and by implication elsewhere in the post-secondary system as well, tend to have in common at least one thing: low income. Any discussion of equitable access to college education and of structural relevancy must take the correspondence between low income and lack of access to college into account. Although colleges cannot be expected to singlehandedly overcome all of these barriers on behalf of low income people, they should be able to work actively with low-income people, as a matter of mandate and priority, in order to assist them to deal as effectively as possible with the barriers they face.

Linkages

In the submissions which Team 3 received, the importance of effective partnerships in ensuring that colleges are relevant to the needs of the communities they serve and to the province as a whole were mentioned literally hundreds of time. Our analysis of the submissions identified a number of important points:

1) Colleges can develop effective partnerships:

Although everyone had ideas about how partnerships could be improved, very few people have expressed the opinion that colleges cannot forge effective working relationships with a wide range of institution and organizations. The only exception might be among some native and some multicultural groups whose submissions reflected a certain fatigue, a sense that, after years of effort

to convince colleges that issues related to cultural self-determination are critical educational issues, there has been very little headway. However, many submissions cited 'good examples' of partnerships. Several referred to George Brown College's Community Outreach Department as an example of a college that has developed effective partnerships with 30–40 community groups to provide college approved training for traditionally underrepresented students.

2) Partnerships can/should be multilateral:

Not all partnerships are community-based. The network of local partnerships which embeds each college in its own community must be supported by a regional and provincial framework of coordinating and policy-oriented partnership initiatives.

3) Greater integration in the post-secondary area is needed:

Until much closer relationships are forged among federal and provincial ministries involved in education and skills training, local and regional relationships between colleges and other private and non-profit organizations which offer training will continue to suffer. Integration is also necessary among colleges, in certain areas. Both colleges and individual students would clearly benefit if there was some agreement about what kinds of credits are transferrable under which conditions among colleges and to universities.

4) Special Partnerships are important:

Francophone groups, native people, the deaf community and groups representing people of diverse racial and cultural backgrounds advocate an approach which respects their cultural realities. For Francophones, this has meant the establishment of a francophone college in Ottawa, with plans for additional colleges or satellite colleges in the future. Multicultural groups argue for policy initiatives, new approaches to the provision of student services and professional development in existing colleges in order to establish race and ethnic relations, employment/appointment equity and educational equity as priorities. For native groups the arms-length relationship offered by a native institute attached to existing colleges may be suitable in some situations, while in places such as Thunder Bay, where there is a concentration of native people, development of a separate native college may represent the most effective use of resources, and the best approach to strengthening culture through education.

The concern with relevancy and linkages which Team 3 members addressed in designing this research project is a signal that all is not well at present among the colleges. Changes will be required. This project has argued that successful adaptation and change will be based on a vision of the future which can be used as a guide for determining behavior in the present. The vision suggested by Team 3 in its values statement is that of a peaceful, viable, equitable world. Colleges, as public institutions, have a social responsibility to model for their communities the world they envision. Parts II and III of our research have sketched out the broad outlines of one approach to redefining present action so that it is consistent with the vision and the responsibility that goes with it.

Sommaire

Ce document est le troisième et dernier texte de discussion préparé à la lumière des résultats d'une recherche réalisée par l'équipe de travail 3 (Les collèges et les collectivités) de Vision 2000. Ce document poursuit le travail entrepris dans les parties I et II et porte principalement sur les questions suivantes :

1) Comment les collèges peuvent-ils assurer que leurs méthodes de prestation des cours et des programmes soient pertinentes aux besoins des étudiants?

2) Comment la coordination des services gouvernementaux, des systèmes de soutien communautaire, de la participation du milieu des affaires et de l'industrie peut-elle bénéficier aux étudiants pendant leurs études et lorqu'ils intègrent le milieu du travail et le milieu communautaire?

Les intérêts à long terme des collèges communautaires de l'Ontario et du public seraient mieux servis par un engagement de la part des collèges à assurer un accès équitable. Cette initiative contribuerait à accentuer la diversité des étudiants, du personnel et des approches pédagogiques. Elle exigerait également la tenue de consultations régulières avec d'autres autorités scolaires, des établissements d'enseignement et des groupes intéressés pour évaluer les besoins, partager les ressources et assurer la pertinence des programmes d'études et des cours offerts par les collèges.

Pertinence

Cinq facteurs sont jugés nécessaires pour que le contenu et la structure des programmes d'études soient pertinents par rapport aux besoins des étudiants.

a) Une approche intégrée en matière d'évaluation des besoins

Les collèges ont un rôle à jouer pour aider les personnes à être plus productives non seulement sur le plan économique, mais aussi sur les plans social, culturel et affectif.

En conséquence, l'évaluation des besoins doit être intégrée et doit reposer sur une vision globale de l'éducation, des personnes et des collectivités.

L'évaluation des besoins communautaires doit reposer sur des systèmes locaux, de même que sur des recherches, des interventions et une planification stratégique locales. L'évaluation des besoins individuels doit être adaptée à la réalité culturelle et doit permettre de déterminer si l'étudiant est adéquatement préparé pour entreprendre un programme d'études particulier.

b) La planification et le processus décisionnel locaux

Pour veiller à ce que leurs programmes soient pertinents par rapport aux besoins des étudiants, les collèges doivent non seulement établir des liens avec le marché du travail de la province, mais ils doivent aussi maintenir et développer l'autonomie locale. Cette capacité d'assurer une planification et un processus décisionnel locaux doit reposer sur des politiques et des ressources s'appliquant à l'ensemble du réseau collégial et assurant que les collèges disposent d'un cadre commun pour la réalisation d'initiatives individuelles et locales.

c) Des structures de soutien pour l'ensemble du réseau collégial

Le degré d'autonomie locale dont les collèges ont besoin ne peut être atteint qu'à l'intérieur de structures de soutien s'appliquant à l'ensemble du réseau. La structure idéale suggérée dans les travaux et les recherches présentés à l'équipe de travail 3 assurerait une autonomie locale maximale dans le cadre de politiques et de normes communes aux collèges. Un aspect souvent mentionné dans les discussions portant sur la nature d'un cadre commun pour les collèges est la nécessité de mettre l'accent, dans tous leurs programmes d'études, sur l'acquisition d'aptitudes et de connaissances de base polyvalentes et souples. Il existe un consensus parmi divers groupes de personnes, allant des experts internationaux dans le domaine de l'éducation postsecondaire jusqu'aux étudiants présentement inscrits dans les collèges, au sujet de la nature des ces aptitudes et connaissances de base. Il s'agit des aptitudes à l'égard de la lecture, de l'écriture et des mathématiques, des aptitudes en matière de relations interpersonnelles et de communication, des aptitudes d'analyse et de solution des problèmes, des connaissances technologiques et un intérêt à l'égard des questions relatives à la diversité culturelle, la sensibilisation au monde dans lequel nous vivons et aux bonnes attitudes civiques. De plus, il existe un besoin en matière de normes de fin des études. Les étudiants auraient ainsi plus de possibilités de changer d'établissement d'enseignement et de progresser dans d'autres secteurs du système d'éducation. Les employeurs devraient aussi avoir une perception plus cohérente des aptitudes des diplômés des collèges.

d) Un système élaboré en fonction des besoins des étudiants

La perception populaire de la nature de l'éducation offerte par les collèges doit être modifiée de façon fondamentale. La reconnaissance du principe d'éducation permanente exige que le modèle conceptuel soit transformé en un modèle d'éducation périodique, ou cyclique, ne comportant aucune finalité précise permettant de déterminer que le processus d'éducation est terminé.

L'éducation permanente doit faire appel aux techniques et pratiques utilisées pour l'éducation des adultes dans les domaines de la planification de l'élaboration et de l'évaluation de l'éducation. D'ailleurs, le domaine de l'éducation des adultes fournit des considérations d'ordre théorique et pratique en matière d'élaboration de programmes d'études en fonction des besoins des étudiants. Toutefois, il est indispensable d'assurer le perfectionnement du personnel enseignant ne possédant pas d'expérience dans le domaine de l'éducation des adultes. L'élaboration de programmes d'études en fonction des besoins des étudiants n'est possible que si les enseignantes et enseignants possèdent la compétence et les connaissances requises pour en faciliter l'application. Même si certains membres du personnel enseignant possèdent d'excellentes aptitudes relatives à l'élaboration de plans de travail individuels, à l'enseignement à de petits groupes et à l'utilisation de technologies d'apprentissage autonome requises dans le cadre de programmes d'études élaborés en fonction des besoins des étudiants, d'autres devront avoir la possibilité d'acquérir ces aptitudes.

e) Une attention particulière à l'équité en matière d'éducation

Compte tenu du fait que les collèges ont été créés pour assurer l'accès à l'éducation postsecondaire en Ontario et à la lumière de l'adoption dans les mesures législatives et l'acceptation par la société qu'une plus grande équité est un aspect indispensable à notre bien-être futur, les collèges ne peuvent échapper à la question de l'équité en matière d'éducation.

Dans le cadre de la réalisation du projet Vision 2000, les groupes identifiés comme étant «mal desservis» par les collèges, et par conséquent par d'autres établissements du système d'éducation, ont tendance à avoir un chose en commun : un faible revenu. Toute discussion sur l'accès équitable à l'éducation collégiale et la pertinence des structures doit prendre en considération la relation qui existe entre le faible revenu et le manque d'accès aux collèges. Même si personne ne s'attend à ce que les collèges réussissent à éliminer les obstacles confrontant les personnes ayant un faible revenu, ils devraient néanmoins être en mesure de collaborer avec ces personnes, dans le cadre de leur mandat et

de façon prioritaire, pour les aider le plus efficacement possible à surmonter les obstacles auxquels elles font face.

Les liens

Dans les mémoires reçus par l'équipe de travail 3, l'importance d'une collaboration efficace pour assurer que les collèges répondent bien aux besoins des collectivités qu'ils desservent et à ceux de l'ensemble de la province a été mentionnée plusieurs centaines de fois. L'analyse de ces mémoires nous a permis de faire ressortir un certain nombre de points importants.

1) Les collèges peuvent collaborer efficacement

Même si chacun a une opinion sur la façon d'améliorer la collaboration, très peu de personnes ont mentionné que les collèges sont incapables d'établir des relations efficaces avec une gamme étendue d'établissements et d'organismes. Les seules exceptions à cet égard provenaient des autochtones et de quelques groupes multiculturels dont les mémoires reflétaient un certain découragement en raison des faibles progrès réalisés, après des années d'efforts de leur part, pour convaincre les collèges que les questions se rapportant à l'autodétermination culturelle ont une importance vitale en matière d'éducation. Toutefois, plusieurs mémoires ont énuméré é de bons exemples de collaboration. Le département des initiatives communautaires du collège George Brown a souvent été mentionné comme un bon exemple d'un collège qui collabore efficacement avec 30 à 40 organismes communautaires pour fournir une formation collégiale à des étudiants faisant partie des groupes traditionnellement sous-représentés.

2) La collaboration peut être multilatérale

Il n'y a pas que la collaboration locale. Le réseau de partenaires se trouvant dans les milieux desservis par les collèges doit reposer sur une structure régionale et provinciale de coordination et d'initiatives communes en matière de politiques.

3) La nécessité d'une intégration accrue du secteur postsecondaire

D'ici à ce qu'une collaboration plus étroite soit établie entre les ministères provinciaux et fédéraux chargés de l'éducation et de la formation professionnelle, la collaboration locale et régionale entre les collèges et les organismes privés et sans but lucratif du secteur de la formation continuera de souffrir. Dans certains domaines, il est aussi nécessaire de procéder à une intégration des collèges. Les collèges et les étudiants bénéficieraient grandement d'une entente portant sur la nature des crédits pouvant être transférés et les conditions de ces transferts entre les collèges et les universités.

4) Des associations spécieux sont important

Les francophones, les autochtones, les sourds et les groupes ethnoculturels favorisent une approche qui respecte leur particularité culturelle. Pour les francophones, cela signifie l'établissement d'un collège francophone à Ottawa et des projets d'établissement d'autres collèges ou établissements satellites. Pour leur part, les groupes ethnoculturels demandent de nouvelles politiques et de nouvelles approches à l'égard de la prestation de services aux étudiants et de programmes de formation professionnelle pour établir de façon prioritaire des normes de relations interraciales, d'équité dans les domaines de l'emploi et des nominations et d'équité en matière d'éducation. En ce qui concerne les groupes autochtones, la création d'un institut autochtone autonome affilié au réseau collégial pourrait convenir dans certains cas, tandis que dans des endroits comme Thunder Bay, où la population autochtone est relativement importante, la création d'un collège autochtone pourrait constituer une utilisation plus efficace des ressources et une meilleure approche dans le but de renforcer les valeurs culturelles au moyen de l'éducation.

En portant une attention particulière aux questions se rapportant à la pertinence et aux liens des collèges, l'équipe de travail 3 a cherché à faire ressortir dans le cadre de ses travaux de recherche que tout ne va pas nécessairement pour le mieux dans les collèges. Des changements seront nécessaires. Ce document soutient que la réussite de l'adaptation et des changements requis doit reposer sur une vision de l'avenir qui puisse aussi permettre de juger de la situation actuelle. Dans son énoncé de valeurs, la vision proposée par l'équipe de travail 3 consiste à créer un monde pacifique, viable et équitable. Les collèges, en tant qu'établissements publics, ont la responsabilité sociale de façonner cette vision au sein de leur collectivité respective. Les parties II et III du document de recherche ont permis de décrire une approche visant à redéfinir la situation actuelle en fonction de cette vision et de la responsabilité qui en découle.

Table of Contents

	Page
Introduction	1
Relevance	2
An Integrated Approach to Needs Assessment:	2
Locally-based Planning and Decision-Making:	5
System-wide Supporting Structures:	6
A Learner-Centred System:	8
A Focus on Educational Equity:	8
Linkages	10
Colleges Can Develop Effective Partnerships:	11
Partnerships Can/Should be Multilateral:	12
Greater Integration in the Post-secondary Area is Needed:	13
Special Partnerships are Important:	14
Conclusion	14

Introduction

This is the third and final discussion paper which has been prepared based on the results of a research project undertaken by Vision 2000's Team 3, on Colleges and Communities. Vision 2000 is a comprehensive review of the mandate of the Ontario Community College system. Five teams have been assembled to provide guidance to the Steering Committee for Vision 2000. Each team has an identified area of emphasis and has been expected to coordinate research and consultation and to facilitate public input into the Vision 2000 process. Team 3 includes eighteen volunteer members and has a particular mandate to examine issues related to access and equity.

Part I of Team 3's research examined the value base which colleges have operated from and proposed a values statement for colleges in the year 2000. The statement provides a context for the issues which this paper addresses, regarding the place which colleges should have within the communities they serve:

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to actively adapt to and make a constructive contribution to the world in which they live. Community College education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instill in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's Colleges should model for their communities the peaceful, equitable and viable world for which they educate.

The second discussion paper, which addressed Part II of the research, proposed that colleges adopt the principle of equitable access, as the basis for decision-making about who receives a college education and how that education is offered. Equitable access is defined as follows:

> Within the college system, fair access means an active effort to provide equality of educational opportunity to all students, through the implementation of non-discriminatory, non-elitist admission policies and the creation of appropriately flexible programs and services which enable traditionally under-represented groups to participate fully in post-secondary education.

This Part III discussion paper builds on the work done in Parts I and II, in addressing the following research questions:

1. How can the colleges ensure that their courses and program delivery methods are relevant to the needs of their learners?
2. How can co-ordination of government services, community support systems and partnerships with business and industry be achieved for our learners' benefit, both while learners are in college and as they make the transition to work/community?

The body of the paper has two main sections. The first discusses relevancy. The second examines linkages — partnerships and coordinated support systems. A short concluding section comments on the

potential for a college system which exemplifies the values defined in the Part I report, through a commitment to the principle of equitable access and through practices which are relevant to the needs and interests of the diversity of individuals and communities that the college system serves.

Relevance

How can the colleges ensure that their courses and program delivery methods are relevant to the needs of their learners? Research done for Part II of this project resulted in a conclusion that the long-term best interests of Ontario's community colleges and of the people they serve rest on a commitment to the principle of equitable access. A new emphasis on diversity — among students, employees and educational approaches — and on an ongoing process of consultation with other educational institutions and interest groups in assessing needs and sharing limited resources will be critical to the implementation of the principle of equitable access, and to ensuring relevancy in the coming years.

An Integrated Approach to Needs Assessment:

If the content and structure of programs and services are to be relevant to the needs of learners, it must be clear what those needs are. Team 3 members, community organizations which made submissions to Team 3, and commentators on post-secondary education in Canada have raised a number of issues with respect to needs assessment. One of the frequently mentioned concerns raised regarding the Vision 2000 process is that it appears to be focussing on addressing economic issues, in a situation where an accurate understanding of educational needs must see economic and socio-cultural issues as integrated and as embedded in one another:

> "There's too much focus on the 'labour force,' and not enough on people in communities in all of this..."[1]

Other commentators on post-secondary education share the concern that an assessment of educational needs which is developed from a narrow focus on economic requirements will result in programs and educational outcomes which will be less that satisfactory:

> "... the focus on (job-related) skills can reduce us to the level of animal training, where people work on a 'monkey-see, monkey-do' basis which cuts them off from the goals of the activity, the information needed to situate it contextually, and the emotional coding required for confidence, ownership and enthusiasm."[2]

> "Presently, there is an uncertainty as to how successful Canada will be in adjusting to the technological revolution and in maintaining a competitive edge on the world market. This has led to doubts regarding the ability of the present educational system to develop and maintain a sufficient pool of human resources. There is an apparent danger that the solution to this problem will be carried out in such a way that planning paradoxes will occur. By this I mean that the outcomes may be the reverse to the ones intended; in this case a less competitive economy. The now disadvantaged groups may be even worse off."[3]

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1 Team 3 member, August, 1989.

2 D'Arcy Martin, "A Worker-Driven Agenda for Training: A Submission to the Premier's Council of Ontario" (Toronto: Communications and Electrical Workers of Canada, September 8, 1989).

3 Kjell Rubenson, "Adult Education: The Economic Context" in Frank Cassidy and Ron Faris, editors, Choosing Our Future: Adult Education and Public Policy in Canada. (Toronto: OISE Press, 1987), p.98.

In general, submissions to Team 3 have supported the view that the role of colleges should be to enhance the ability of people to be productive community members in ways which are not only economic, but also social, cultural and affective:

> "Colleges should be a resource for learners, rather than a source of raw human material to employers. The central role should be to empower students ... Empowering includes the skills necessary to be a successful participant in the economic system, but it includes much more than job skills."[4]

Needs assessment which is consistent with the viewpoint expressed in the quote above must be integrated — informed by a holistic view of education, people and communities. People do not experience their lives in a compartmentalized fashion. Similarly, at the community level, there are no clear dividing lines between economic, social and cultural issues. Needs assessment is the first step in an educational process at both the individual and community levels. In order to be relevant to the lives and experiences of people and communities, needs assessment must be begin by seeing them 'whole,' as they see themselves.

At the community level, integrated needs assessment can only take place if Ontario's colleges put resources into locally-based (as well as system-wide) research, into outreach to all sectors of the communities they serve, and into strategic planning. Up until now, for example, there has been very little evidence that colleges have engaged in what the social impact literature calls 'scoping' within their own communities. Scoping is the first step in an iterative process of research and consultation aimed at defining and addressing the issues important to people in a particular geographic area with respect to a particular enterprise — in this case, colleges.

Many colleges have done a good job of working with local advisory committees (CITCs — Community Industrial Training Committees, for example) with respect to particular areas of programming. However, these frequently have been disparate efforts, not linked with one another in any practical sense, or conceptually, by any comprehensive view of the role of the college in responding to local socio-economic concerns.[5]

It is important to point out here that integrated and comprehensive community-based needs assessment, while it does require resources, is not necessarily either expensive or methodologically complicated. In program planning terms, needs assessment is the easy part.[6] Facilitating an appropriate response to assessed needs within the framework provided by the structure of institutions and their available resources is by far a greater challenge.[7]

Needs assessment is not only required at the community level. Equally important is the individual assessment of incoming and potential students. A major concern of Team 3 has been the relationship between the principle of equitable access for diverse groups of individuals and the need for culturally-sensitive

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4 Team 3 survey respondent, summer, 1989.

5 There are exceptions. DATE, the Durham Alliance for Education and Training, in which Durham College is working with three universities to improve access to post-secondary opportunities within its region, is one interesting example of an attempt to take a more comprehensive and integrated approach to community-based needs assessment.

6 For an interesting example of a community-based needs assessment, see Social Planning Council of Metropolitan Toronto, Parachute Employment and Training Survey. (Toronto: Parachute Youth Employment Counselling Centre, 1989.)

7 Participatory approaches to strategic planning provide one tool for facilitating the process of priority-setting, negotiation over the allocation of resources and decision-making with respect to the content of programs and services which follows needs assessment.

assessment services for individual students. The principle of equitable access refers to access to educational opportunity, rather than simply getting past the college front doors.[8] Allowing a student to register for and attend classes in any particular program does not fulfill the commitment to equitable access, if that student is not adequately prepared to benefit from that program. Assessment is necessary in order to ensure that college resources are used as efficiently as possible and that student potential is developed as fully as possible.

It appears, for example, that students are entering college programs without always having the basic skills which they need in order to benefit from those programs:

> "While a systematic study of literacy levels of college post-secondary programs has not been undertaken, increasingly, colleges are indicating that a significant number of entrants have less than adequate literacy skills ... Currently MCU does not fund colleges for a specific preparatory semester for post-secondary student who lack the basic literacy and numeracy skills required to complete their programs ..."[9]

More resources allocated to initial assessment for these students and others like them would have a number of benefits. Careful and supportive assessment for all incoming students would save both students and faculty from disappointment and frustration, would help to increase retention by ensuring that students were not being 'set up' for failure, and would assist colleges in working with other educational organizations to ensure that students who are in need of preparatory education receive the type and amount of preparation required.

Colleges have not traditionally allocated resources to assessment in the way that our respondents indicate is necessary. Incoming college students, for example, are not always assigned an advisor, as are university students. In cases where initial assessment, or in-class experience reveals to students and/or to teaching staff that some assessment is required, the appropriate tools and resources for carrying out the assessment are often not available.[10] Further, as the quote above suggests, the resources necessary to take appropriate remedial and/or preparatory action are not always available. Currently colleges are able to offer only limited remedial and preparatory programming; and the 'laddering' relationships which would assist college students to access programs run by school boards and community organizations are frequently not fully-developed. School boards and community organizations themselves are limited in their capacity to offer training in basic skills, with the result that some students have preparatory educational needs which are not being addressed by any educational organization within their communities.

The problem of needs assessment is not limited to the identification and addressing of needs for preparatory education, however. Many students have needs which are unrelated to their skill and knowledge levels, but which have a direct bearing on their ability to access and benefit from college programs:

> "More than two-thirds of the sample (69%) indicated that there were problems with existing training programs which could stop them from participating or completing the program. The most

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8 Vision 2000's Study Team 4 has developed the idea of 'access with the opportunity for success' in making a similar argument. Study Team 4 has defined access as "the opportunity to enrol and to succeed in appropriate college programs." See Harv Honsberger and Norm Rowen in Challenges to the College and the College System. Study Team 4 Final Report. (Toronto: Vision 2000, 1989.)

9 The College System—An Empirical Snapshot in Empirical Features of the College System. (Toronto: Vision 2000, 1989.)

10 This was a problem cited particular often by people speaking on behalf of those who fall into the 'special needs' category, such as learning disabled people and those who have specific physical disabilities, such as the hard-of-hearing.

commonly cited difficulty (78% of the entire sample) was that the program would not provide enough money for the trainee to survive during training ... Almost a third of the sample (30%) reported that their personal problems could interfere with their participation in a training program. By far the greatest cited incidence of personal problem was ill health (35% of this group) which includes permanent disabilities and psychiatric problems. Another 23 per cent ... referred to family responsibilities ... More than a third of the sample (35%) indicated that their housing situation was a problem."[11]

Some colleges have found the resources necessary to begin to address issues related to the accurate, sensitive, supportive and ongoing assessment of students. Both George Brown and Seneca Colleges have developed programs designed to assist students to 'bridge' the gap between their personal situation and college requirements. St. Lawrence College at Kingston has cooperated with KASE, the Kingston Area School to Employment Council, in developing a project designed to identify and assist potential 'high risk' students. The St. Lawrence College project is similar to those run at a number of other colleges, and is designed to introduce six strategies on a pilot basis for a three year period:

1. A Peer Support system which uses senior students to help and support first year students, starting in the April before registration; and to work with students still in high school to learn about college programs;
2. A Faculty Advisor for each high risk student, with suitable professional development opportunities for involved faculty;
3. Diagnostic testing beginning before registration and including follow-up;
4. A student orientation program which includes activities throughout the school year;
5. Special workshops on college survival skills;
6. An 'early alert system' to quickly identify students experiencing problems and to work with them to develop strategies to assist them.[12]

Locally-Based Planning and Decision-Making:

Our Part I paper suggested that colleges in Ontario were created with two faces, as well as two names: the one, associated with the formal name 'Colleges of Applied Arts and Technology' has been centrally-defined and labour market-oriented. The other face, consistent with the generally-used name 'Community Colleges,' looks toward the needs and concerns of the communities in which each college is located. Comments we received on relevance in connection with Vision 2000 indicated a concern that the formal face — the centrally-defined and labour market-oriented one — should not dominate. In order to be relevant to the needs of learners, colleges must not only have developed ties to the provincial labour market, but they must also maintain and further develop their local base.

It is not possible, for example, to make good decisions on an a priori system-wide basis about issues such as whether individual colleges should 'get out of' remedial and preparatory education. In some communities, where school boards and community-based organizations have a well-developed network of remedial programs in literacy, numeracy, upgrading, and English or French as a second language, it might make sense for the college to use that network, rather than to compete with it. In other communities, however, no such network exists. For people in need of such education, the college may be the only available alternative, and for colleges wishing to offer high quality programs to students from diverse backgrounds, involvement in 'bridging' programs may be essential. In other locations, the need for these programs may be great enough that colleges can profitably offer preparatory programs as part of a network

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11 Social Planning Council of Metro, Parachute Employment and Training Survey, op. cit., p.26-28.

12 Robin Pepper, editor, Visions from St. Lawrence. (Brockville/Cornwall/Kingston: St. Lawrence College, 1989.)

of school board and community organization-sponsored programs. Preparatory education provides one clear example of a situation where every actor benefits when colleges, school boards and community organizations work closely together: students in need of preparatory programs have the opportunity to find a program which suits their particular learning styles, skill levels and personal circumstances; and sponsoring organizations can ensure that their resources are used as efficiently and effectively as possible.

The point is, however, that the 'right' approach cannot be determined without reference to local conditions. Further, this capacity for locally-based planning and decision-making needs to be supported on a system-wide basis with policies and resources which provide colleges with a common framework for their individual and locally-determined efforts.

Submissions to Team 3, and respondents to our surveys have provided us with numerous suggestions about ways the colleges can develop and maintain their relevance to the communities in which they are located. Many people, for instance, have commented on the importance of Advisory Committees. Community Industrial Training Committees (CITC) for example, have been cited frequently as vehicles which presently work well, and with some changes, could operate even better in the future. Other people have focussed on suggestions related to the administration of colleges — advocating local elections to Boards of Governors and increased dedicated 'block' funding for specific purposes (such as preparatory education or accommodation of special needs students), rather than primarily enrolment-driven funding, among other things. Human resource development and outreach for college employees have also been identified frequently, with suggestions such as instituting regular 'workterms' for faculty with local private and non-profit sector employers. Many people have said that, as part of the implementation of policies in the areas of educational and employment/appointment equity and race and ethnic relations, colleges should be required to do regular 'scans.' These scans would gather both quantitative and qualitative information about the degree to which colleges represent in their student populations, in their employee groups and in their programs, the needs, interests and socio-cultural characteristics of the wider communities in which the colleges are located.

System-Wide Supporting Structures:

As our above discussion indicates, the level of local flexibility which colleges require can only be achieved within the context of system-wide supports. The ideal picture drawn from submissions to Team 3 and research is one of maximum local flexibility within a system-wide common framework of policies and general standards:

> "What is a community college graduate? ... These employers have told Vision 2000 that Ontario college graduates should bear some common hallmark of academic quality, that the words 'college graduate' should have a common meaning across Ontario."[13]
>
> "A college emphasis on lifelong learning, basic literacy, numeracy and communication skills ... To me these are general needs across the province."[14]
>
> "The decision to become more accessible must be made now. This decision must be reflected in the Ministry's legislation, followed by appropriate funding. Without MCU support, the colleges

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13 Michael Park, "Expanding the Core: General Education, Generic Skills, and Core Curriculum in Ontario Community Colleges" in Challenges to the College and the College System. (Toronto: Vision 2000, 1989.)

14 Team 3 survey respondent, summer, 1989.

cannot do it entirely on their own, since funding is such an important part of our present and future."[15]

A theme which has pervaded the discussion about the nature of the common framework for colleges is the need for colleges to emphasize, across all programs, the development of a core set of portable, flexible skills and knowledge which would be the 'hallmark' of community college education referred to above. This core, according to an impressive variety of people with otherwise conflicting viewpoints, is necessary if college graduates are to cope successfully with emerging socio-economic, technological and environmental realities.[16] There is also considerable consensus among a diverse group of people, from international experts on post-secondary education to students currently within the college system concerning what that core should include: literacy, numeracy, interpersonal and communication, analytical and problem-solving skills, technological literacy, and a developed appreciation of issues related to diverse cultures, global awareness and good citizenship:[17]

> "The lack of a good command of English ... holds back many of the people we do hire ... often people who are technically competent cannot collect their thoughts and brief another employee in a coherent manner on a particular subject ...
>
> ... Employees also have to have strong basic math skills, a must in a highly scientific business like ours. Actually, I'd like to see most of our employees have the better part of a liberal arts degree along with their technical training. Even the study of foreign languages is useful, because it helps you to understand your own language better. We expect to train employees on our machinery, but they have to be adept at general thinking, and have foresight ...
>
> ... Finally, studies in things like sociology help open up people's attitudes ... Over 30% of our high-class engineers are from non-anglo backgrounds, not because we hire overseas, but because Ontario is a multicultural society. It's essential to have some understanding of other cultures in the workplace."[18]

The issue is not simply one of the content of college learning, however. Credits would then be transferrable throughout the college system; employers would more consistently 'know what they're getting;' and college staff and students would have a sound basis for working with other parts of the education system (i.e., universities, community organizations, employer-based training programs) so that credit 'laddering' will occur more easily. This will facilitate movement between various parts of the system in a way that maximizes the value of resources coming from each part. This idea too has been the focus of much discussion throughout the Vision 2000 process. Proposals have been put forward, for example, for the establishment of a system of 'credit banking' so that students with one or more course credits at one college could make use of them in programs at another college. Others advocate a system similar to the one

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15 Team 3 survey respondent, summer, 1989.

16 This is an area which Study Team 4 has investigated in more detail. See, for example, Michael Park, "Expanding the Core: General Education, Generic Skills, and Core Curriculum in Ontario Community Colleges," op cit.

17 See, for example, Michael Park, op cit., Ontario Public Service Employees Union, "Vision 2000: An OPSEU Perspective" (unpublished Vision 2000 submission, May 1989); "Renewing the Commitment: How to save General Education in Ontario Community Colleges" (unpublished Vision 2000 submission, May, 1989); George Psacharopoulos, Future Trends and Issues in Education, (Ottawa: Economic Council of Canada, November, 1988.); David Wolfe, "New Technology and Education: A Challenge for the Colleges" in Colleges and the Changing Economy, (Toronto: Vision 2000, 1989).

18 Tom Mathers, Vice-president, Human Resources, Spar Aerospace Ltd., in Ontario Federation of Students, "College Programs: Decline of the Empire" (unpublished Vision 2000 submission, January, 1989).

established in British Columbia in order to enable the transfer of credits from college to university programs.[19]

A Learner-Centred System:

A fundamental change in popular concepts of the nature of college education is required. In a crude sense, much of current programming within colleges was established on a linear input-output model with the input being untutored high school graduates and the output being capable members of the workforce. But, for most people, being a capable member of the workforce means a lifelong involvement in learning. Adoption of the principle of lifelong learning requires a change of conceptual model, to a model of recurrent education which is cyclical and in which there is no assumed stable endstate in which education is completed.[20]

Lifelong learning requires the adoption of adult education techniques and practices in the planning, design and evaluation of education. The field of adult education provides both theoretical and practical grounding for learner-centred programming. Research has shown repeatedly that older learners want and need to be actively involved in decision-making about their educational programs. For example, one approach to teaching adult learners involves creating a situation where learners in any particular program have common learning goals and common evaluative standards which they must satisfy, but their plans for reaching those goals and achieving those standards vary considerably depending on the student's circumstances. These may include educational and employment background, amount of time available for learning, structure of other family and employment responsibilities, desired date of completion and a number of other criteria. The limits of the phrase 'vary considerably' are a matter of negotiation between the student and her/his program advisor or faculty members.

As the average age of college students increases, and as current distinctions between full-time and part-time programs and learners disappear, it will become even more important than it is now for colleges to take a learner-centred approach to programming.

The importance of human resource development for college faculty without a formal background in adult education is critical here. Learner-centred programming is only feasible if the instructor has the skills and knowledge necessary to facilitate it. Although some faculty may already have the well-developed skills in designing individual workplans, facilitating small group learning, and using independent learning technologies which learner-centred programming demands, others will need to be given the opportunity to acquire them.

A Focus on Educational Equity:

Question: "How should colleges change so that students are prepared for society in the year 2000?"

Answer: "They should be made accessible to low-income families."[21]

Question: "In what significant ways should colleges be different in 10 years from what they are like now?"

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19 Provincial Access Committee, Access to Advanced Education and Job Training in British Columbia. (Victoria: Ministry of Advanced Education and Job Training, September, 1988.)

20 See Susan Wismer, "Towards the Year 2000: Communities Within Colleges," in this volume for a fuller discussion of the idea of lifelong learning.

21 Community focus group meeting, Toronto, Ontario.

Answer: "An incredibly significant focus on the education of people living in poverty."[22]

"Without a change of direction, Ontario risks creating extreme disparities between affluence and privilege, and poverty and despair. The effects of poverty go beyond the exclusion of individuals from society. The nurturing of human resources is critical in a service-and knowledge-based economy. It is in the broader interest of society to provide a range of opportunities that facilitate the process of transition for all individuals at risk ...

... If resources are limited, it will prove more cost-effective to concentrate help on recipients who run the greatest risk of long-term dependence."[23]

Early reaction to our Part I paper indicates that, for some people, the most difficult part to accept, of the values statement developed by Team 3, is its commitment to serving those who are 'least well-served' by other parts of the post-secondary education system. "Why should colleges do what others cannot, or will not do?" is the frequent question. The answer lies in the question. Colleges were specifically established to do what universities and private schools do not, as a matter of mandate. Given the history of the colleges, as post-secondary institutions established in order to provide a bridge into post-secondary education in Ontario; and given an acceptance in legislation and in community values that increased equity is key to future well-being in Ontario, colleges cannot avoid questions of educational equity.

Groups identified during the Vision 2000 process as being 'underserved' within the colleges, and by implication elsewhere in the post-secondary system as well, tend to have in common at least one thing: low income. Any discussion of equitable access to college education and of structural relevancy must take the correspondence between low income and lack of access to college into account. The problem is not one of lack of interest. One recent survey conducted in a low income neighborhood in Toronto found that 86% of the sample were interested in further training.[24] Similarly, the recent political debate over imposing new restrictions on funding for native post-secondary students has made it clear that native people who, as a group have among the lowest incomes in Canada — consider access to post-secondary studies to be important.

The problem is not only one of financing, although, as the statistics quoted earlier from the Parachute survey suggest, low income people report that financing is a major issue. For low-income people, access is limited not only by lack of financial resources, but also by statistically high occurrences of disabilities of various sorts, generally low levels of previous educational attainment, high incidence of a variety of health problems, frequently inadequate housing, frequent lack of private transportation, responsibilities for children and dependent family members, lack of self-esteem and jurisdictional problems among various agencies.

Colleges cannot be expected to singlehandedly overcome all of these barriers on behalf of low income people. However, they should be able to work actively with low-income people, as a matter of mandate and priority, in order to assist them to deal as effectively as possible with the barriers they face. They also should be prepared to advocate on behalf of their low-income students, both in working with provincial government departments (e.g., on removing biases against part-time students within the Ontario Student Assistance Plan — OSAP — and on improving the levels of support available various programs

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22 Team 3 survey respondent, summer, 1989.

23 Social Assistance Review Committee, Transitions Summary. (Toronto: Ontario Ministry of Community and Social Services, 1988) p.4., p.55.

24 Social Planning Council of Metro, Parachute Employment and Training Survey, op. cit.

offering training allowances and educational subsidies), and in making public statements supporting initiatives which will increase potential for educational access (e.g., national policies on child care, literacy and the funding of post-secondary studies for natives; development of municipal policies on ethnic and race relations, etc.).

Colleges have the capacity to play a key role in implementation of the province's commitment to equity. The arguments for equity are not only ethical, but also legislative and socio-economic. Equity is a matter of public policy in Ontario and it makes good economic sense too.[25] It is essential not only for colleges themselves to recognize that their local base, their position as a 'bridge' in the educational system, and their flexibility in programming, particularly in the part-time area, give them the capacity to provide accessible and appropriate education to low-income people, but also for the province as a whole to recognize and develop that capacity.

Linkages

The previous section of this paper argued that colleges can be relevant to the needs of their learners if: they take an integrated approach to needs assessment, both at the community and individual levels; they take a locally-based approach to planning and decision-making; they operate within a system-wide supporting framework of consistent policies and standards; they are learner-centred in their approaches to the planning, design and implementation of programs; and, as a matter of policy, they work actively to enhance educational access by traditionally-underserved groups, in particular by low income people. In our Team 3 discussions about how colleges can be relevant to the needs of individuals and communities, all of these ideas were repeated often. Most frequently, however, people discussed the importance of effective partnership relationships between colleges and other community organizations and institutions, from public, private and non-profit sectors as being key to relevance in the year 2000.

Suggestions we received about partnership relationships cover the widest possible spectrum and numbered in the hundreds:

> " The college needs to take more risks and have confidence in communities' abilities to make decisions."[26]
>
> "... cooperation with community-based literacy programs to develop non-threatening, respectful recruitment and placement."[27]
>
> "... providing employer incentives for the training of disadvantaged youth."[28]

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25 This argument is developed in further detail in Susan Wismer, "Towards the Year 2000: Communities Within Colleges" in this volume.

26 Team 3 focus group meeting, Thunder Bay, Ontario.

27 Lake of the Woods Adult Learning Line, (unpublished submission to Team 3).

28 Youth Services Advisory Committee/Youth Employment Centre, (unpublished submission to Team 3).

... exchange talents and resources between colleges and community agencies to support local initiatives."[29]

"... advocate with the appropriate professional associations over the issues of the evaluation of credentials of foreign-born professionals and tradespeople."[30]

"In the future, an increased involvement of independent agencies as partners with boards of education, colleges and universities must occur, for several reasons. It will increase the ability of the educational system to meet the increasingly diverse learning needs of the population, thereby increasing public satisfaction. It will allow for the possibility of distributing the costs of learning more broadly--especially the costs of meeting special needs. As the various communities of interest seek feasible ways to achieve their learning needs, new vehicles for collaboration in program development and delivery, financing and administration will evolve ... In effect the scope of the publicly sanctioned system for education could be expanded while, in relative terms, the scope of the public delivery system could be reduced."[31]

"Colleges should identify a Community Liaison person to work with agencies and high school counsellors."[32]

"Institute an ongoing input/feedback structure involving these constituency groups — organized at the 'regional' level."[33]

"Colleges should act as coordinating agencies. Colleges should take a leadership role, so that community groups could look to colleges for coordination."[34]

Our review of these suggestions revealed a number of important points. They are discussed in the sections below.

Colleges Can Develop Effective Partnerships:

Although everyone had ideas about how partnerships could be improved, very few people have expressed the opinion that colleges cannot forge effective working relationships with a wide range of institution and organizations. The only exception might be among some native and some multicultural groups whose submissions reflected a certain fatigue, a sense that, after years of effort to convince colleges

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29 North York Interagency and Community Council, (unpublished submission to Team 3).

30 Maureen Hynes, Equity and Access Issues: Educational and Training Needs of Diverse Racial and Cultural Communities, or It Takes Time to Turn the Queen Mary Around. (Toronto: George Brown College, 1988).

31 Ministry of Education/Ministry of Colleges and Universities, Towards the Year 2000: Future conditions and Strategic Options for the Support of Learning in Ontario. (Toronto: Queen's Printer, Review and Evaluation Bulletin 5:1, 1984.)

32 Team 3 member, September, 1989.

33 Team 3 member, September, 1989.

34 Team 3 member, September, 1989.

that issues related to cultural self-determination are critical educational issues, there has been very little headway.[35]

Many people also were able to offer examples of 'good' partnerships. One frequently mentioned example is that of George Brown College's Community Outreach Department. At any one time, the Department works with 30-40 community partners, offering college-approved training to people traditionally underrepresented in the College, such as immigrant women, blind and visually-impaired people and native people. The Department acts as a liaison between community groups and other college departments in organizing skills training programs. All students who complete programs receive College certificates and are considered to be bona fide George Brown students. Most training programs are funded by Employment and Immigration Canada or the Ministry of Skills Development. The Department also offers day-time seniors programs, and has initiated a number of special projects including the Multicultural Task Force which promotes culturally and racially sensitive policies and practices within the college. The Department works both externally and internally to foster and develop strong and mutually productive relationships between the college and its constituency groups.

Other colleges also are involved in a range of innovative community-based partnerships. In Sudbury, for instance, Cambrian College works with Sudbury Housing and SHARE, a tenants' association, to offer a life skills/bridging program. Cambrian provides the instructor and materials, Sudbury Housing provides space, clerical support, an assistant facilitator and operating funds and SHARE is responsible for recruiting participants.

The technologies of distance education also offer tools for forming effective partnerships across geographical boundaries. In Northern Ontario, for example, Contact North has been established by the provincial government as a four-year pilot program which involves establishing a network of 'electronic classrooms' and support services in approximately 30 communities, and providing financial support for the development of distance education curricula.

Partnerships Can/Should be Multilateral:

Not all partnerships are community-based. The network of local partnerships which embeds each college in its own community must be supported by a regional and provincial framework of coordinating and policy-oriented partnership initiatives. One example is the National Literacy DataBase (NALD). NALD was initiated in 1988 by the Association of Canadian Community College's (ACCC) Literacy Task Group, funded by the National Literacy Secretariat. NALD is housed at Fanshawe College. It provides national information on college literacy programs. In 1990, it will be expanded to include literacy programs sponsored by community organizations, boards of education, libraries and other agencies, so that the database will include over 700 programs. There is an initial fee and small monthly retainer charged for user access to the database.

NALD is one example of the kind of coordinated research effort which a number of submissions to Vision 2000 have recommended be developed regionally, as supports for local efforts. Other suggestions in this regard have recommended an expanded role for the Association of Colleges of Applied Arts and Technology of Ontario (ACAATO) in coordinating research and policy initiatives.

During the Vision 2000 process, many people have commented on the need for improved information-sharing and increased coordinated research efforts among colleges. One research paper written for Vision 2000, on 'special needs' recommends, for example, that a central special needs clearinghouse should be established which could coordinate information-gathering and dissemination on programs, curricula,

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35 See Maureen Hynes, Equity and Access Issues: Educational and Training Needs of Diverse Racial and Cultural Communities, or It Takes Time to Turn the Queen Mary Around. (Toronto: George Brown College, 1988).for an account of one effort to speed things along.

special accommodations in various locations to particular needs, supportive employers, provincial information on college graduates and so on.[36]

Different types of partnerships are appropriate for different purposes. Literacy provides one good example, as do relationships with private sector employers. In the literacy area, there is a need for colleges to develop positive working relationships with community-based literacy groups so that graduates of the community-based programs have the support and qualifications that they need if they wish to pursue further post-secondary education at the colleges. The important and positive initiatives of several colleges in this direction, however, need to be supported by regional initiatives such as NALD, and by inter-ministerial initiatives to ensure that the structure of funding and support for literacy programs is such that colleges and community-based literacy organizations are able to support each others' work in the literacy area, rather than compete for limited funds.[37]

Similarly, many Community Industrial Training Committees (CITCs) are acting as important liaison organizations between local employers and colleges. However, Team 3 received many submissions from CITCs around the province that indicated that there is a need for clarification of the 'ideal' college role in employer-sponsored training. Some CITCs suggested that various industrial associations should develop their own training programs with little or no involvement from colleges, while others argued for a much more active role for colleges in meeting the specific training needs of employers. The breadth of opinion indicated that there is probably a need for clarification in policy at the provincial level, so that CITCs and colleges can have a common set of general expectations to guide them in their work together. As more than one CITC pointed out, there is also a need for inclusion of organized labour in the development of clearer expectations and guidelines for college-industry partnerships.[38]

Greater Integration in the Post-Secondary Area is Needed:

It is customary in research papers like this one to comment on the jurisdictional maze which characterizes post-secondary education in Canada and then to go on to more pleasant subjects.[39] In Ontario, extensive federal involvement in skills training programs directed toward job creation provides the icing on a cake in which four provincial Ministries are the other main ingredients. A number of commentators, including the Social Assistance Review Committee, have advocated much closer relationships among the Ministries of Education, Colleges and Universities and Skills Development, and their eventual blending into one ministry.[40] This appears to be the direction in which the current provincial government is heading. The task of rationalizing the current situation is one which yields no easy solutions, which is why short papers like this choose not to dwell on it. However, it is clear that until there is some

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36 R. Knapp et. al. "The Special Needs Student in the Year 2000." (unpublished submission to Vision 2000, May, 1989.)

37 The question of how to coordinate funding across ministries and programs to eliminate duplication and to ensure effective use of resources is a complicated one. However, it is a critical issue for colleges, if expensive and stressful 'boom and bust' cycles are to be minimized.

38 See, for example, Cambridge Industrial Training Committee, submission to Vision 2000, Team 3; Sault Ste. Marie Industrial Training Committee, submission to Vision 2000, Team 3; Victoria County Training Council (Lindsay), submission to Vision 2000, Team 3; Kirkland Lake and District Industrial Training Advisory Committee, submission to Vision 2000, Team 3.

39 See, for example, Susan Wismer, Women's Education and Training in Canada. (Toronto: Canadian Congress for Learning Opportunities for Women, 1988.)

40 Social Assistance Review Committee, op. cit.

improvement in the current situation, local and regional relationships between colleges and other private and non-profit organizations which offer training will continue to suffer.

Integration is also necessary among colleges, in certain areas. An integrated framework is necessary, for example, in order to implement proposals such as the 'credit banking' idea discussed earlier in this paper. Study Team 5 is taking a closer look at issues related to the transfer of credits from one college to another, and from colleges to universities. Both colleges and individual students would clearly benefit if there was some agreement about what kinds of credits are transferrable under which conditions among colleges and to universities.[41]

Special Partnerships are Important:

Native groups have argued that self-determination is a critical element in any partnership relationship which is developed by or with them for educational purposes. The Ontario Confederacy of First Nations, for example has identified four principles for development of community services, which apply to cooperative community-based educational efforts as well. They must be:

- First Nation-specific, reflecting native culture in form and content;
- First Nation-determined, involving control over planning and development;
- community-based with services developed and delivered within communities; and
- First Nation-controlled, with operations managed under the authority of First Nation councils and laws.[42]

Native submissions to Vision 2000 have stressed that requirements such as these are essential elements of a truly equitable and accessible approach to post-secondary education for native people. Community colleges which wish to work effectively with native people must learn to work within partnerships which uphold these principles. Cambrian College's Wabnode Institute represents one example of a promising initiative in this direction.

Francophone groups, the deaf community and multicultural groups also advocate an approach which respects their cultural realities. For Francophones, this has meant the establishment of a francophone college in Ottawa, with plans for additional colleges or satellite colleges in the future. Multicultural groups argue for policy initiatives, new approaches to the provision of student services and professional development in existing colleges in order to establish race and ethnic relations, employment/appointment equity and educational equity as priorities.[43] For native groups the arms-length relationship offered by a native institute attached to existing colleges may be suitable in some situations, while in places such as Thunder Bay, where there is a concentration of native people, development of a separate native college may represent the most effective use of resources, and the best approach to strengthening culture through education.

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41 See, for example, Peter Stokes, "College Transfer Revisited: A Working Paper" in Colleges and the Education Spectrum — Colleges and Universities. (Toronto: Vision 2000, 1989.)

42 Social Assistance Review Committee, op. cit.

43 See, for example, Wayne Burnett, "Ontario will be watching: An open letter to the Hon. Sean Conway," Contrast, (September 6, 1989).

Conclusion

This paper has argued that relevancy for colleges in the Year 2000 will be based on:

- integrated approaches to needs assessment,
- locally-based approaches to planning and decision-making,
- learner-centred program design and implementation,
- system-wide standards and policies,
- educational equity, in policy and practice, in order to create a focus on those least well-served by other educational institutions, and
- the development of partnerships with organizations and institutions at a variety of levels.

But what is the real potential for Ontario's colleges in the year 2000? The concern with relevancy and linkages which Team 3 members addressed in designing this research project is a signal that at present all is not well among the colleges. Changes will be required. This project has argued that successful adaptation and change will be based on a vision of the future which can be used as a guide for determining behavior in the present. The vision suggested by Team 3 in its values statement is that of a peaceful, viable, equitable world. Colleges, as public institutions, have a social responsibility to model for their communities the world they envision. Parts II and III of our research have sketched out the broad outlines of one approach to redefining present action so that it is consistent with the vision and the responsibility that goes with it. Hopefully, there are others as well. Our research suggests, however, that the operating principle of equitable access to educational opportunity is likely to be at the centre of all new approaches.

Background Papers

Elizabeth Thorsen

Special Needs Students: Toward the Year 2000

Study Team 3

Summary

The purpose of this research is to present a description of the present and potential population of those with special needs within the community college in Ontario. The paper is designed to stimulate discussion of problems facing both students and employees with special needs who seek access to community colleges, as well as noting the current response of the colleges to these needs.

The document will be used by Study Team 3 of the Vision 2000 project as part of its policy research. It will also provide data for the empirical projects of Study Team 1.

The paper is divided into two sections: the first presents background research on key concepts central to a discussion of access for those with special needs; the second describes practices affecting students with special needs in both Ontario and other jurisdictions. As part of the research, a survey was conducted. Results concern such issues as program access, barriers and linkages. Finally, recommendations for policy options are suggested.

Background

Definitions which have evolved range from those with a medical model focus to those which reflect a human ecologic approach. Response to people with special needs depends, in part, on the definition accepted and used both by society and the institution. The implications of labelling and the limitations of definition must be considered. It may be more useful to emphasize the concept of accommodation rather than pursuing the finiteness of the perfect definition.

Recent **legislative initiatives** ensure full and appropriate access for both students and staff. Guidelines developed by the Human Rights Commission will aid in the clarification of the compliance required by the community colleges.

Population Profiles : While actual numbers are difficult to determine, data suggest that more students with special needs will seek access to community colleges. Statistics drawn from several sources are presented. Of particular interest is the impact of Bill 82. Currently, at all levels, the educational attainment among disabled persons in Ontario is lower than that of the non-disabled.

Current Practice: Programs, Barriers, Issues

An examination of other jurisdictions also shows an awareness and concerted effort to meet the needs of disabled students. In Ontario, many students with special needs attend community colleges in a wide variety of programs, including a few targeted, specifically, to this population.

Barriers which still exist include, primarily, those of a physical or attitudinal nature. Other barriers encountered include student financial assistance, program delivery and lack of linkages with employers.

Several issues with implications for system-wide planning are discussed, particularly the dilemma of broad access versus specialization. Suggestions for partial rationalization are presented. The implications for changes in funding policies are discussed with particular reference to program delivery.

Based on the data collected for the project, recommendations are suggested for the development of policy options are identified.

Sommaire

La présente étude vise à donner une description des populations actuelles et potentielles de personnes ayant des besoins particuliers au sein des collèges communautaires ontariens. Le document est conçu pour favoriser la discussion à propos des problèmes auxquels font face tant les étudiants que les employés ayant des besoins particuliers qui sollicitent l'accès aux collèges communautaires, ainsi que pour relever la façon dont les collèges répondent actuellement à ces besoins.

Le document servira à l'équipe de travail 3 du projet Vision 2000 dans la formulation de diverses politiques possibles. L'équipe de travail 1 pourra également utiliser les données recueillies dans le cadre de ses projets de recherche empirique.

Le document est divisé en deux parties: la première présente des données préliminaires relatives à certains concepts-clés autour desquels toute discussion à propos de l'accès aux collèges des personnes ayant des besoins particuliers doit nécessairement graviter; la seconde décrit certaines pratiques touchant les étudiants ayant des besoins particuliers, tant en Ontario qu'au sein d'autres juridictions. Un sondage a également été effectué dans le cadre de cette étude. Les résultats en sont présentés dans le contexte de certains domaines de préoccupation tels que l'accès aux programmes, les barrières à cet accès et les liens entre les programmes.

Données préliminaires

Les définitions, élaborées par le passé selon un modèle principalement médical, ont évolué et sont aujourd'hui davantage axées sur des notions d'écologie humaine. La réaction face aux personnes ayant des besoins particuliers dépend en partie des définitions acceptées et utilisées tant par la société que par l'établissement. Les implications de ces définitions sur le plan de l'étiquetage et leurs limitations doivent donc être prises en considération. Il pourrait s'avérer plus utile de mettre l'accent sur le concept d'accommodation plutôt que de se concentrer uniquement sur la recherche d'une définition parfaite.

Des initiatives législatives récentes assurent un accès plein et approprié tant aux étudiants qu'aux membres du personnel. Les lignes directrices élaborées par la Commission des droits de la personne nous aideront à clarifier les normes auxquelles les collèges communautaires doivent se plier.

Profils des populations: Bien qu'il soit difficile de citer des statistiques précises, certaines données permettent de supposer que le nombre d'étudiants ayant des besoins particuliers s'inscrivant dans les collèges communautaires ira en augmentant. Des statistiques émanant de plusieurs sources sont présentées. Il est particulièrement intéressant de noter l'impact de la loi 82. À l'heure actuelle, les acquis éducationnels des personnes handicapées en Ontario sont moindres que ceux des non-handicapés et ce, à tous les paliers.

Pratiques actuelles: programmes, barrières et autres questions

Un examen d'autres juridictions révèle une conscience des besoins des étudiants handicapés et les efforts concertés qui sont faits pour y répondre. En Ontario, un grand nombre d'étudiants ayant des besoins particuliers sont inscrits à une vaste gamme de programmes offerts par les collèges communautaires, programmes dont certains ont été créés tout spécialement à leur intention.

Parmi les barrières restant à surmonter, les principales sont d'ordre physique ou ont leurs racines dans certaines attitudes. Il existe également des barrières d'ordre financier et d'autres touchant la prestation des programmes et les relations avec les employeurs.

Plusieurs autres questions dont les implications en matière de planification s'étendent à tout le réseau sont soulevées, notamment le dilemme entre l'accès large et la spécialisation. Des suggestions de rationalisation partielle sont présentées et leurs implications sur la politique en matière de financement sont également soulevées, surtout en ce qui a trait à la prestation des programmes.

Des recommandations d'élaboration de certaines politiques basées sur les données recueillies dans le cadre du projet sont également formulées.

Table of Contents

		Page
Introduction		1
I.	Background: Definition, Legislation, Populations	1
	a) Definitions: Range and Danger	1
	b) Legislation: Implications for College Planning	4
	c) The Disabled Population: Profiles	5
II.	The College Scene: Current Practice and Implications for Future Planning	8
	a) Background	8
	b) Other Jurisdictions	9
	c) Survey of Ontario Community Colleges	9
	d) Numbers of Students with Special Needs Requesting Services and/or Accommodations	10
	e) Programs and Services	10
	f) Linkages	11
	g) Barriers	11
III.	Issues	13
	a) Broad Access versus Specialization	13
	b) Socio-Economic Considerations	14
	c) Funding	15
	d) Employees with Special Needs	16
IV.	Issues for Consideration in Developing Policy	16
	a) College	16
	b) System	17
	c) Ministry of Colleges and Universities	17
	d) Interministerial	17
Appendix A:		
	Table 1—Highest Level of Education — Ontario	19
	Table 2—Highest Level of Education, Adults 20-49 Years of Age	19
	Table 3—Education for Exceptional Pupils, 1982-1988 Public Secondary Schools — Age Group 16 to 20	20
	Figure 1—Highest Level of Education for Disabled Adults Residing in Households by Severity of Disability	21
Appendix B: Special Needs Research: Human Resources		22
Bibliography		24

Introduction

Since the International Year of the Disabled in 1981, there has been a heightened awareness and concern about access to education, social services and public institutions by disabled persons. The 1980s have been a decade of increasing resolve to improve the status of disabled persons, both in Ontario and nation-wide. In June 1986, the Government of Ontario issued the Proclamation of the Decade of Disabled Persons. With this proclamation came a formal commitment to promote the integration, participation and equality of (all) Ontario's residents.[1] This resolve is reflected in the mission of Vision 2000.

In the Vision 2000 framework document (November 1988), John Sculley is quoted as saying, "What is required is nothing less than a cultural and political shift from a mechanistic and patriarchal world view to one informed by holistic, ecological, and post-patriarchal concepts and values."[2] One concept central to modern informed, holistic and ecological values is the 'valuing' of the disabled, both as individuals and as contributors to society. The focus on the disabled community as one of the thrusts of Vision 2000 addresses, very directly, the notion of 'creating value,' specifically the aspect of 'investment' in the skills of people.

Dr. R. McClure has suggested that the biggest difference between now and the year 2000 will be "a great movement toward equality; far more interdependence and equality of power and resources."[3] It is timely and urgent that this equality of educational opportunity be extended to the community of students and staff with special needs.

The community college system in Ontario has been making a concerted positive response in recognition of the potential for growth in the numbers of students with special needs seeking access to post-secondary education. This document will explore the many aspects of the role of the community college as it interacts with the disabled community in the next century. The paper is divided into two sections: the first presents background information on definitions, recent legislation and population profiles; the second focuses on the current scene at the community college including programs, services, barriers to access, implications and issues.

I Background: Definition, Legislation, Populations

a) Definitions: Range and Danger

One of the tasks of this research project is to examine the range of definitions used in the field, particularly as they may apply to the community college. Some of these definitions are generic across disability, impairment or handicap, others are related to a specific population and still others reflect an institution-related focus. As society has become more aware and governments and agencies attempt to address the issues, it is important to develop a meaningful approach to definition, rather than relying on the many which are used to describe specific conditions.

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1 Office for Disabled Persons, Statistical Profile of Disabled Persons in Ontario. Toronto: Queen's Printer for Ontario, 1988.

2 J. Sculley, Chief Executive Officer, Apple Computer Inc., Odyssey (398-399), in Ontario Council of Regents, Vision 2000. A Framework for Reviewing the Mandate of Ontario's System of Colleges of Applied Arts and Technology, November, 1988.

3 Vision 2000, With the Future in Mind: An Environmental Scan, Toronto: Ontario Council of Regents, March, 1989.

Historically, each disability has attempted to provide a definition to delineate the parameters of a specific condition and describe it medically. These definitions have also provided descriptions which are useful in educating the public by drawing attention to the condition. Inherent in all definitions is the notion of exclusivity. While definitions are useful in describing what is, the danger is also present of determining what is not.

The following functional definition from the World Health Organization, for example, attempts to be as inclusive as possible.

> **Disability** — any restriction or lack... of ability to perform an activity in the manner or within the range considered normal for a human being.
>
> **Impairment** — any loss or abnormality of psychological, physiological, or anatomical structure or function.
>
> **Handicap** — a disadvantage for a given individual, resulting from an impairment or disability, that limits or prevents the fulfillment of a role that is normal, depending on age, sex, social and cultural factors, for that individual.

These definitions were used in the design of the Canada Health and Disability Survey from which the Ontario Office for Disabled Persons has drawn data for its publication, Statistical Profile of Disabled Persons in Ontario.[4] They allow each disability to be described medically while, at the same time, do not exclude any condition which may handicap an individual. Under such functional definitions some populations, not heretofore considered 'disabled,' can seek access to programs. Medical asthma, for example, is, increasingly, a disabling condition for many young adults. As programs for adaptation to the disease are developed, more individuals can benefit from educational opportunities even though they may still require accommodation.

Based on the distinctions described above, the Office for Disabled Persons has also developed a working definition of disability for purposes of employment equity. In this context, "a disabled person is a person who, because of a long-term or recurrent (more than six months) physical or mental dysfunction experiences difficulties, within a normal range of ability, in carrying out the activities of daily living."[5] This is distinct from impairment, which is the physiological or psychological cause of the disability, and from handicap, which is the barrier or barriers the disabled person encounters in the environment.

The College Committee on Special Needs (CCSN) Data and Tracking Subcommittee has developed a definition for use by counsellors of students with special needs. Care is being taken that this definition, in no way, reflects concepts of academic preparedness but rather enables the college to recognize needs and accommodate any special educational assistance which may be required.

The Dilemma of Definition

While definitions such as those provided by the WHO and CCSN may be useful in terms of identifying the nature and extent of the populations with special needs, there are limitations in using this approach which reflects the traditional medical model of health. The WHO approach, for example, has been questioned because of the causal relationships implied by the classification system (disability-

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4 Office for Disabled Persons, op. cit.

5 Office for Disabled Persons, "Employment Equity/Definition of Disability," 1989.

impairment-handicap), which is very close to the medical concept of disease-disability-handicap.[6] Particularly criticized is the notion of disability as 'abnormal.' Ideally, one would conceptualize a less handicapping classification system for identifying people requiring special services. For the purposes of this paper, however, the 'functional' definition approach employed by both Statistics Canada and the Ontario Office for Disabled Persons will be used.

In planning for the future, the dilemma of definition raises concerns for the community colleges. A recent CERI/OECD report notes the danger of definition and classification in reinforcing negative aspects of labelling:

> "The basic dilemma behind classifying people into categories is that the manifest aim to make it administratively possible to provide them with services to meet their needs very often has the latent consequence of handicapping them by the very same instrument. Labels place people in special categories, outside the system, thereby pointing out what makes them different and thereby making them vulnerable to rejection by society. **Labels may open the world of assistance, but close the world of adult participation."**[7]

Another concern which is closely related to the issue of labelling is the danger of attempting to be too precise. In the disabled community, one danger of definition is the potential for omission. Thus the Office for Disabled Persons of Ontario has moved to adopt the non-limiting type of definition described above.

In terms of current discussion it may, in fact, be more useful to emphasize the concept of accommodation rather than pursuing the finiteness of the perfect definition. Certainly, it would appear that the Human Rights Commission is favouring this approach. The forthcoming guidelines on reasonable accommodation and undue hardship suggest that, regardless of the limitation presented, reasonable accommodation must be made. This focus clearly indicates the rights of individual need over the necessity to fit a definition.

Another danger of definition is the question of who does the defining and the consequences this has both for social policy and disabled people. The CERI/OECD report notes that a major flaw in the use of the WHO classification is not including those directly concerned in the identification and definition of their needs. It suggests that,

> "the definitions and knowledge produced by disabled people is very different in its essence from definition and knowledge produced by professionals whose careers and subsistence depend on the service system."[8]

In terms of policy development, the last ten years have been characterized by a questioning of traditional thinking, especially the medical model, as the valid basis of policy and practice in the field of disability. This questioning of traditional models has been accompanied by the closing of large institutions and the international spread of the integration of disabled people into mainstream education, employment, leisure and residential living.[9] In so far as policies are based on attitudinal models and values, as well as

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6 Centre for Educational Research and Innovation, Disabled Youth: The Right to Adult Status, Paris: OECD, 1988.

7 Centre for Educational Research and Innovation, loc. cit. p. 32.

8 Centre for Educational Research and Innovation, loc. cit. p. 33.

9 Centre for Educational Research and Innovation, loc. cit.

institutional traditions, the community college may wish to re-examine its approach to this community before the year 2000.

b) Legislation: Implications for College Planning

Both federal and provincial governments have introduced legislation responding to the needs of disabled persons in our society. Specifically, the Canadian Charter of Rights and Freedoms (Section 15) and the Ontario Human Rights Code (Sections 10, 16, 23) ensure the rights of all citizens as fully enfranchised members of society. The operation of these provisions means that colleges must provide full and appropriate access for both students and staff. Further, by the introduction of Bill 82 (the Education Amendment Act), the Government of Ontario has provided legislation designed to increase access by exceptional students to publicly-funded secondary school education in Ontario.

Implications

Several implications of these initiatives are noted.

Since the enactment of Bill 82 in 1985, there has been a significant increase (more than 20%), in the number of exceptional students attending publicly-funded secondary schools in Ontario.[10] As these students successfully complete secondary school, the potential demand for programs may have a significant impact on institutional planning at the community college level. Not only may more students seek access, but the range and nature of programs desired may differ from current offerings.

Further, the implementation of Bill 82 has reduced the negative effects of 'labelling' noted earlier. The requirement for careful identification under this legislation has led to more remedial work and less categorization of students within the secondary schools. Supported by the increased awareness of Boards and peers, these students may be expected to have much different expectations of their community college experience.

The implications of the Ontario Human Rights Code, particularly the interpretation of 'reasonable accommodation,' 'undue hardship' and 'risk,' will also impact on college planning. In particular, these concepts have implications for access, program delivery and evaluation.

The Ontario Human Rights Commission has developed guidelines to the Code and these are currently being prepared for distribution. Essentially, the code asserts that attempts must be made to accommodate the learning needs of the individual. Examples of these needs vary broadly from providing physical access to buildings to allowing alternative evaluation procedures. Some accommodations such as alterations to buildings may be very costly, while others, such as being audible and visible to those with a mild hearing impairment, may require, primarily, a sensitivity to the individual.

The thrust of this section of the Code, however, is that if academic qualifications required for entrance to a particular program are met, then it is incumbent upon the institution to accommodate to the learner's needs. The 'reasonable' aspect suggests a two-way street. If the entering student knows that some accommodation is required, he/she should apprise the institution in time so that every effort can be made to ease the entry into post-secondary education. If a hearing-impaired student, for example, does not notify the institution of the need for a note-taker or interpreter, these services may not be in place for the beginning of the school year. In this instance, the student's demands are not 'reasonable.' On the other hand, it is possible that a student may not be aware of a learning limitation. This may subsequently be suspected by a faculty member and lead to a diagnosis after entrance into a program. In such a case, cooperation on many levels may be required in order to best serve the student's learning needs.

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10 Ministry of Education, "Data from Secondary School September Reports," 1982 to 1988, Source: Table 4.80. (See Appendix A, Table 3.)

Short of cost, it would appear that 'undue hardship' is very hard to prove. In almost all examples, it can be demonstrated that accommodation can be made, albeit at some expense. Further, undue hardship cannot be claimed because the cost exceeds a program's budget; the need for accommodation is sought from the institution; therefore, the institution itself would have to prove that it cannot pay for such an accommodation. In the example of a community college it would be very difficult to make the case for such undue hardship.

In the same way, it will be very difficult to demonstrate that any risk outweighs safety as described in section 16 of the Code. First of all, it will be necessary to show that any task considered dangerous is essential to the course or program. If this can be demonstrated, then every effort will have to be made to make the environment less hazardous, e.g., changing controls on a stove to accommodate a student in a wheelchair in a cooking class.

As can be seen, this is a complex area and the guidelines to the Code will be welcomed. The concepts reflected by the legislation indicate, clearly, that definitions and demographics, alone, will not be appropriate approaches to planning. It is important to note, however, that the onus is clearly on the institution to accommodate the student.

c) The Disabled Population: Profiles

Identifying the disabled within populations is not easy, for a number of reasons. This section will discuss some of the difficulties that are encountered and identify some populations who may increasingly seek access to the community college.

While the statistical data suggest that, at all levels within the public education system, the disabled are underrepresented, the degree of underrepresentation cannot be precisely known because disabled people are also under-identified. Particularly at the post-secondary level, disabled students feel that their academic success may be jeopardized if they admit to needing help.[11,12] No doubt the supportive legislation will enhance the willingness of both students and staff to seek access to post-secondary institutions; however, an environment must be developed and maintained so that all those with special needs will feel free to ask for the assistance they require.

The disabled population is not a homogeneous group. Not only is there a variety of disability groups but within each group, there is a wide variation in the extent and severity of disability.[13] This diversity of disability, when placed in the context of the differing social environments in which the disabled live, presents yet another difficulty in determining a meaningful demographic profile.

Another caution when considering statistical data, is the effect of rapid advances in research. Data gathered over an extended period of time may be questionable in the light of the advances made, particularly in the area of assessment of learning disabilities. Further, as technology provides more sophisticated devices allowing yet more independence for individuals, the numbers of those seeking access to post-secondary education can be expected to increase.

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11 P. Wesley, Access for Disabled Persons to Ontario Universities. A Report for the Ontario Council on University Affairs (1988).

12 National Educational Organization for Disabled Students, "Proceedings from Founding Conference", (1987).

13 R. Wiseman, R. Emry, & D. Morgan, "Predicting Academic Success for Disabled Students in Higher Education," Research in Higher Education 28 (3) (1988): 255-269.

The Canadian Health and Disability Survey

The Canadian Health and Disability Survey[14] represented a first attempt at the collection of national data on the prevalence of disability according to the functional definitions of disability and handicap accepted by the World Health Organization, noted earlier. The approach was to present a series of questions that allowed respondents to identify themselves as having functional limitations in a number of different 'activities of daily living.' As in any venture of such magnitude, several limitations in the methodology have been noted. Foremost among these is the subjective nature of the respondents' self-reporting, including as it does all the shortcomings of personal perception and willingness to self-identify. The researchers also noted, referring to evidence obtained in pretesting the disability questions,that, "estimates of disability rates can very widely, even when using the same screening question, if different methods of administration are used."[15] Further, while the incidence of disability in the adult population (age 15 and over) was estimated at 14%, disabled persons were disproportionately elderly. The level of disability, for example, rose from 3.8% among those aged 15-24 years of age to a high of 38.6% of those over 65 years of age.

The Ontario Scene

In the Statistical Profile of Disabled Persons in Ontario, (which was drawn from the Canadian Health and Disability Survey), emphasis was given to the demographic characteristics of the disabled population in Ontario and to factors which influence independent living.[16] The Office for Disabled Persons in Ontario is pursuing some of the issues raised in the original study by conducting a 'consumer' study to more accurately describe the 'accommodations' which the disabled, themselves, see as important.

While this profile showed that, at all levels, the educational attainment among disabled persons was considerably lower, Ontario tables developed for the Office of Disabled Persons from data supplied by the recent federal Health and Activity Limitation Survey,[17] present a clearer picture. Table 1, Appendix A, shows the highest level of education attained by Ontario residents.

While the earlier study showed that a non-disabled person in Ontario was more than twice as likely to complete some post-secondary education than a disabled person, Table 1 suggests that the gap is narrowing. Whether this is due to an improved awareness and effort to serve the disabled or a difference in data collection is not clear, but the implication is that an increasing number of disabled persons, especially those living at home, are seeking access to post-secondary education.

Given that disabled persons in the province were disproportionately elderly and that older Canadians tended to have lower levels of education, Table 2, Appendix A, shows that when a less inclusive age range is chosen, a much larger proportion of disabled persons are seeking higher levels of education. Further, these data suggest that the gap, at all levels of educational achievement, between non-disabled and the disabled in households, is narrowing significantly. If this narrowed gap indicates that a growing number of individuals are seeking higher education, the implications for the community college are evident.

Finally, Figure 1, Appendix A, shows the highest level of education for disabled adults residing in households by severity of disability. As Bill 82 and other accommodating measures enable more

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14 Statistics Canada, Canadian Health and Disability Survey, 1984.

15 Statistics Canada, loc. cit., p. 9.

16 Office for Disabled Persons, op. cit.

17 Statistics Canada, Health and Activity Limitation Survey, 1986.

exceptional students to successfully complete high school, it is expected that the shape of this graph will flatten. In particular, it is anticipated that those with a mild disability will seek a higher level of educational attainment.

Education for Exceptional Pupils in Ontario's Secondary Schools

The difficulty in using numbers has already been identified. This is illustrated when analyzing the data on education for exceptional pupils in Ontario. All exceptionalities, including the gifted, are included in the 'September Reports' from which the data are derived. While this group of students does, indeed, have special needs, it is not part of the population included in this study. Further, the age distribution represented in the September Reports poses another problem in analysis, ranging as it does from '11 and under' to '21 and over.' For the purposes of identifying trends in demand for access to colleges, students with special needs aged 16 to 20 in the September Reports, not including the 'gifted,' were included in this study. Due to incomplete data from the Separate School system, only data covering the years 1982 to 1988 from Public Secondary Schools were analyzed.[18] This time frame covered the period both before and after the implementation of Bill 82.

Over the years studied, those ranked highest by frequency in each year were 'learning disabled,' 'educable retarded' and 'behavioural.' When totalled, these three categories always represented about 90% of the total identified population of 'exceptional pupils.' While there are insufficient data to draw any conclusions, it is interesting to note the shift in the relative numbers between those identified as 'learning disabled' and 'educable retarded.'

Two findings, in particular, illustrate the impact, in the Public Secondary School system, of Bill 82. During the period since its implementation (1986-1988), there has been a 28% increase in the reporting of students with learning disabilities. In comparison, during the same period, the incidence of all other exceptionalities in this study actually decreased (-.8%). Further, when one looks at the data for the 1988 report, 9,985 pupils or 62% of reported cases, were students with learning disabilities. Finally, students with special needs represented slightly more than 6% of the total number of students in this age range.[19]

Comments to the researcher suggest some limitations in the use of these data. A special needs counsellor reported that, "if a child is identified as having special needs which a local board cannot accommodate, then the local board must provide the cost to send that child to an environment where his/her needs can be met. This leads, obviously, to some reluctance on the part of the board to make that finding." On the other hand certain targeted budgeting in the Ministry of Education may account for observed 'blips' in the data. If funds are available for certain educational opportunities, then boards may well find the students for such programs. Finally, it has been observed that advocacy groups play an important role in increasing demand for service. An increased incidence may, in fact, represent a concerted effort for awareness, access and support on the part of a particular advocacy group.

Regardless of the data cited or the statistical manipulations employed, these numbers represent individual human beings who need accommodation to pursue the tasks of daily living, including access to colleges. Despite the weaknesses of survey methodology, an increase in participation by disabled persons in the college system can be expected. Societal awareness and rising demand for equal opportunity among the disabled population is supported and enabled by recent legislation. In Ontario, the provisions of Bill 82, in particular, encourage a whole new population to seek public education opportunities. The revolution

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18 Ministry of Education, "Data from Secondary School September Reports," 1982 to 1988, Source: Table 4.80. (See Appendix A, Table 3.)

19 Ministry of Education, loc. cit.

of technology and availability of assistive devices will also add to increased participation by the disabled in college life.

In terms of who will attend the community college in the year 2000, the issue is not primarily one of numbers but rather one of range of accommodation. The dilemmas in definition, the lack of homogeneity of need, as well as the difficulty in determining numbers, suggest that the statistics do not accurately reflect the effort that will be required to provide appropriate educational opportunities for the wide range of learners who potentially will seek them.

II The College Scene: Current Practice and Implications for Future Planning

The Ontario Colleges of Applied Arts and Technology are playing a leadership role in the post-secondary sector in providing services to students with special needs. This section will address areas of particular concern to the community college. It will present the background to current initiatives in Ontario and other jurisdictions and identify the population of students with special needs as well as the programs to which they currently have access. It will discuss barriers to access and make recommendations for policy.

a) Background

Early in 1986, the Committee of Presidents of the Ontario Colleges of Applied Arts and Technology struck a task force to study the status of students with special needs. The resulting Task Force Report of College Services to Special Needs Students was delivered December, 1986.[20] This comprehensive document made wide-ranging recommendations affecting all facets of college life, including access, services and program delivery.

The Minister of Colleges and Universities has responded by allocating, annually, special funds for special needs services at all colleges (currently $3.5 million). The focus of this allocation is on support services. With the advent of these funds, it is expected that every college will establish a Special Needs Office. The expectation is that such offices will coordinate all services and accommodations for students with special needs, including pre-admission counselling and job placement.

Subsequent to the delivery of this comprehensive document, the College Committee on Special Needs (CCSN) has been charged with the responsibility to assess the recommendations and to report to the Committee of Presidents concerning implementation strategy.[21] According to the broad mandate of the College Committee on Special Needs, professional development of college personnel is a major thrust. Accordingly, in August 1988, CCSN, in cooperation with the Association of Colleges of Applied Arts and Technology of Ontario (ACAATO), produced Handbook for Success: Special Needs as a resource for all college personnel.[22] The ease of use and the excellent resource lists make this handbook an important tool for professional development.

Currently, the CCSN is focussing on projects in the following areas: Awareness and Education; Tracking and Defining; Program Demands Analysis; Physical Plant; and Orientation and Self-identification. The Committee of Presidents has recently announced funding for initiatives under the Awareness and Education

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20 Committee of Presidents, Task Force Report of College Services to Special Needs Students, 1986.

21 College Committee on Special Needs, "Report to the Committee of Presidents," June 1988.

22 College Committee on Special Needs, Handbook for Success: Special Needs, Sudbury: Cambrian College, 1988.

focus. Other initiatives of the CCSN include the Special Education Pilot Project offered by Brock University, Faculty of Education, at Trillium School, which is aimed specifically at special needs practitioners at the post-secondary level; and a qualitative examination of the field by means of case studies collected by a regional representative of the Committee.

b) Other Jurisdictions

The initiatives in other jurisdictions are varied but demonstrate a heightened awareness of the educational needs of the disabled and a determined response to the many problems encountered. This section will outline, briefly, a selection of some of these programs.

A recent document from the Council of Ministers of Education, Canada identifies a number of priority areas for action. These include: "to integrate, when and to the extent possible and by means of appropriate support services, special students into regular education and training programs; to pursue the establishment of linkages with other ministries, departments and agencies, including those representing the interests of special groups to ensure the effectiveness, efficiency, and adequacy of programs and services in meeting the needs of special students; and to coordinate government and agency initiatives so that they work together to assist students with special needs to achieve their personal, educational and vocational goals."[23] These priorities suggest interprovincial as well as interministerial initiatives which will recognize the problems encountered by students with special needs and plan policy and/or programs so that these students may realize their personal potential.

The recently established Atlantic Centre of Support for Disabled Students located at Saint Mary's University in Nova Scotia has initiated work, in cooperation with all education institutions in the Atlantic region, to assess the needs of students with particular disabilities and to determine the size of the population requiring special attention. This initiative will provide valuable data for policy and program development.

Several provinces have introduced programs which provide special support services, equipment and learning materials on behalf of students enrolling at post-secondary institutions. In 1983, Quebec established a fund to be used by universities and colleges to provide a braille transcription service to visually handicapped students. Newfoundland and New Brunswick have developed training programs for sign language interpreters to facilitate access to training and employment opportunities for the deaf and hearing impaired. A similar initiative has recently been approved at Grant MacEwan Community College in Alberta.

c) Survey of Ontario Community Colleges

As part of the research for this study, the special needs coordinators at each college were asked to describe their situation with specific reference to a number of issues and areas of concern as noted at the outset of this document. In particular, the survey sought to identify the definition generally used in the local college and the numbers of students requesting service by disability and, if possible, program of study. Other questions concerned the effect of both the recent legislation and the funding provided for services to students with special needs. Finally, responses were sought concerning linkages, barriers to access and organizational structures of the services to students with special needs.

Respondents were encouraged to focus on areas of particular importance to their college and to respond in the manner most useful to them. Not all colleges responded and not all respondents included answers to all questions. Some mailed responses while others discussed matters of concern on the telephone. The data collected will be presented, in context, throughout this section.

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23 Council of Ministers of Education, Canada, Opportunities: Postsecondary Education and Training for Students with Special Needs, Queen's Printer, Toronto: 1987, p.4.

d) Numbers of Students with Special Needs Requesting Services and/or Accommodations

Unlike the secondary school where the students are identified, at the community college, only those who request service can be identified. As noted earlier, students may choose not to request service for a variety of reasons. In this survey, only five responses indicated the number of requests for service. At these institutions, 240 students had requested assistance. The most requests had come from students with social/emotional needs followed by those requiring physical access accommodations; however, at one institution students with hearing impairments were reported as the most frequent users of service. At this institution, students requesting service or accommodation represented 2% of the total student population. Interestingly, the number of requests was not proportional to the size of the institution reporting. These findings underline the notion that numbers are not the best way to assess the issues of access for students with special needs.

e) Programs and Services

There are several examples in Ontario's community colleges of programs both for the disabled students themselves and for those who work with disabled persons. Horizons[24] notes an array of programs particularly in business and computers which are available, specifically, to disabled students. Loyalist College offers training programs for students with learning disabilities and several colleges offer training programs for the handicapped adult.

A wide variety of preparatory programs especially designed to enable disabled students to acquire the skills necessary to enter regular college programs are also offered. These include a personalized assessment program for exceptional students offered at George Brown College and a computer acquaintance program for the disabled offered by Mohawk College. Both Algonquin College and George Brown offer Head Start programs for the hearing impaired.

Further, since 1972, the Ministry of Colleges and Universities has provided George Brown College with special funding for support services to enable hearing-impaired students to obtain training/education on an integrated basis. Services include specialized English instruction, remedial math, 'pre-teaching' of subject content, sign language interpreters and note-takers. The 1987-88 budget for this program was in excess of $800,000.

Of particular interest to this study is the College Vocational Program available to those students who have completed secondary school at the basic level. Among others, this program is available at Seneca, Cambrian, Durham and Niagara Colleges, and will be offered at Confederation College in the fall of 1989. This program is an example of the community college response to special needs of a very specific population. At Seneca, about 20 students are admitted each year, and since 1974 over 300 students have successfully completed the program. The graduates are employed, primarily, in the service industry, e.g., child care, baking, cooking, nursing home attendant.

An example of a program designed specifically to meet the needs of the disabled community is the Community Integration through Cooperative Education program developed by Humber College. Not only does this program permit students to experience post-secondary education with their peers, but it also enables each student to progress, individually, to vocational goals. Currently, other colleges are exploring the possibilities presented in this concept. Beyond these specially designed programs, there is little evidence that college administrations actively recruit those with special needs to enrol in college programs.

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24 Ministry of Colleges and Universities, Horizons (1989-90 guide to postsecondary education in Ontario), Toronto: Queen's Printer, 1988.

The responses to the survey suggested that students with special needs enrol in a wide variety of programs. Two responses noted that the General Arts and Science programs seemed to be a popular choice, as were human service programs; however, in several responses there was no clear choice indicated by the students with special needs. Certainly, no trends or special initiatives were apparent in the responses to this question.

f) Linkages

The survey respondents were asked to describe the linkages they have developed in their work. All reported on relationships which have been developed with parents, secondary school personnel, advocacy and service agencies. Very little mention was made of linkages with potential employers. Some responses indicated that this was not the role of the special needs office but of college placement services. Comments from the disabled themselves, as well as advocacy groups, indicate that linkages with potential employers are important in enhancing employment opportunities.

g) Barriers

The barriers to access most frequently identified by students with special needs are physical/structural and negative attitudes.[25] In addition, financial and program delivery barriers are experienced. This section will briefly discuss these limitations to access.

Physical Barriers

Physical barriers go beyond the easily recognizable lack of ramps or elevators to the absence of devices for access of the hearing and visually impaired. There is considerable variation in institutional response to reducing these barriers. While the recent funding by the Ministry of Colleges and Universities is addressing some of the service and accommodation barriers, responses to the survey suggested that, in general, this initiative has not been accompanied by the institutional administrative support necessary to reduce the physical barriers to access. The responses indicate that building alterations are undertaken reluctantly and frequently at a minimal level. On the other hand, some institutions have made concerted efforts to achieve barrier-free environments. In time of financial constraint individual institutions find it difficult to provide the major structural changes needed. If 'valuing' of all through education is a goal of society, then funding mechanisms must be established to ensure system-wide upgrading and enhancements necessary for appropriate physical accessibility, with no undue hardship being experienced by individual institutions.

Attitudinal Barriers

Despite increasing public awareness about special needs issues, attitudinal barriers still exist. The barriers of attitude, while being lowered by societal pressures, are another matter. One respondent to the survey indicated that 'fixed attitudes and set beliefs' were the most significant barriers and those most difficult to overcome. College initiatives eligible for MCU funding are designed, in part, to address such barriers. Specifically, funding is available for professional development and assistance to faculty who need to accommodate students with special needs. In addition, the 'awareness' campaign by the College Committee on Special Needs, which is funded by the Committee of Presidents, will aim at reducing these attitudinal barriers. Unlike the high cost associated with the reduction of physical barriers, lowering the attitudinal resistances may require fewer dollars but will require more social will. If, however, any significant progress toward equitable access is to be made, all students will have to feel that they are accepted and respected.

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25 National Educational Organization for Disabled Students, op. cit.

Financial Barriers

Accessing financial assistance has long been identified as a major barrier, in general, for the disabled. Traditionally, financial assistance for the disabled seeking post-secondary education was provided through the Vocational Rehabilitation Services (VRS) program. This assistance, as the name applies, is limited to those who pursue vocational training, and as such acts as a barrier for those disabled students who wish to follow other educational paths. Anecdotal reports from special needs counsellors at both colleges and universities indicate that there is considerable variability, across the province, in the criteria used to assess an applicant's request for assistance under the VRS program. Furthermore, there is often a significant 'lag' time between the initial assessment and entry into the educational institution. These difficulties are acknowledged within the Ministry of Community and Social Services. As well, there is some concern within this Ministry that there is a need to separate the 'social service' component from the right to access accorded to all under the Human Rights Code. **Transportation, for example, as well as other aspects of access might better be handled by the Ministries already dealing with these portfolios.** While professional guidance may be needed to help those with special needs to gain access to appropriate assistance, **policies and programs must be developed so that the ownership of educational choices belongs to the student.**

Recently, an effort was made to centralize all student aid for post-secondary education through the Ontario Student Assistance Plan (OSAP). This move necessitated a reassessment of the criteria for assistance as well as an integration of several sections of government. The transfer to one government department has been difficult and the mechanisms for transfer not resolved to complete satisfaction. **It is necessary that the assistance provided by OSAP be reviewed and restructured to serve disabled students adequately and appropriately.** Currently, an interministerial committee is examining this issue, which is central to access for many disabled students.

Program Delivery Barriers

The Ontario Human Rights Code has provided the impetus for breaking down another barrier to access, namely, program delivery, including evaluation. Responses to the survey noted as a barrier the lack of flexibility in delivery mode of some courses. **The notion of accommodation requires that alternative modes of delivery be used, when needed, in order to accommodate the student's learning needs. This concept in no way suggests that academic standards are to be lowered, but it does imply that criteria for competency must be clear and consistent. Such accommodation may require part-time segments, an extended completion time frame or other program re-organization. It could require assistive devices or alternatives to existing examination practices as a means of evaluating competency. Other forms of flexibility which may be suggested include course delivery by the modalities common to distance education.**

Not only will many learning environments have to be accommodated but evaluative mechanisms may have to be adapted. At the program delivery level, the colleges may have to carefully examine the rationale for current practice. Can the outcomes be achieved only by the current mode of delivery? If not currently done, could the same program be provided by distance education, or on a part-time basis? Similarly, could a variety of evaluative techniques such as take-home assignments, an oral discussion or research projects measure the same outcomes as an examination? Are there computer applications to facilitate the student's learning?

Many of these suggested accommodations will serve not only students from the disabled community but other groups identified as having special needs by the Council of Ministers of Education of Canada, e.g., older adults who may or may not have had any previous post-secondary education, immigrant students, etc.[26] As the system examines its vision, it would do well to look at alternative, flexible methodologies, many of which are not new but have been promoted by the adult education community for some time.

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26 Council of Ministers of Education, Canada, op. cit.

Implicit in these notions will be the need to have clearly defined entrance requirements and measurable outcomes. Further, in some instances, it will be necessary to justify certain requirements in terms of their centrality to the course or program. It is obvious that continuing "to do it the way it has always been done" will no longer be justification enough.

Guidelines for such accommodation cannot be universal and must be designed to each individual's need. The notion of 'reasonable accommodation' has many implications for the community college system. Perhaps, at this period of evaluation of the system as a whole, it is opportune to examine the rationale, objectives and means of achieving the outcomes of many of the programs.

The implications for demands on the colleges' human and financial resources are enormous. As noted earlier, it might be more appropriate to establish system-wide mechanisms for funding such accommodations rather placing the financial onus on individual institutions.

Special Groups

Barriers to access are even more difficult to overcome for students with special needs who may also be part of another under-represented group. Francophone students with special needs, for example, represent a case in point. These students are, in fact, a 'microcosm' within the college society, and often feel isolated. One respondent to the survey noted, in particular, a need for training of interpreters and note takers for francophone students. As well, students with special needs who have differing cultural backgrounds have a particular need for service which respects and takes into account these cultural differences.

III. Issues

a) Broad Access versus Specialization

In view of a potential increase in demand for access by students with special needs, the broad range and individual nature of disabilities identified, and the cost of accommodation, one issue to be considered is whether resources should be provided at each institution for each disability, or if, it might be preferable to concentrate facilities for a specific disability group at a given location. This section will consider some of the options which have been identified.

Responses to both the 1986 Presidents' Task Force Report[27] and the 1988 Ontario Council on University Affairs' survey[28] indicated, quite clearly, that institutional specialization according to disability should not be encouraged. Students should be able to choose any program in any institution as do able-bodied students. Concentrating resources for a specific disability group solely at one or more colleges would be an unacceptable limitation of freedom of choice for the student. Admission must be based on qualification requirements alone; anything less would be contrary to the basic principle of accessibility. Neither would such a limitation be tolerated by the Ontario Human Rights Code.

On the other hand, there has been the suggestion that those with certain disabilities might be better served through a specialized environment. Foremost among these groups is the deaf community, (as distinct from the hearing-impaired). Many members of this community assert that beyond the handicap, there is a culture that is unique to the deaf and, specifically, that communication between and among members of this community is distinct from that of other disabilities including those with hearing impairments. Gallaudet

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27 Committee of Presidents, Task Force Report of College Services to Special Needs Students, December 1986.

28 Letter from Dr. P. Fox, Chair, to Executive Heads and other relevant organizations, October 19, 1988.

University is an example of an institution which serves this distinct community and is often cited to support the notion of specialized institutions.

In terms of human potential development, one would expect that self-esteem would be enhanced in specialized environment and that the presence of deaf individuals in decision-making (President) and teaching roles would provide appropriate models. In publicly-funded education, however, one must raise the issue of the best use of public funds. Is such a specialized educational facility appropriate to publicly funded post-secondary education? Further, in terms of society's expectations of the education system, what happens to these students after graduation? How do graduates from such post-secondary experiences re-enter their society? What linkages are provided to the world of work and society in general?

Accommodation for all and institutional specialization need not be mutually exclusive. A combination of the two situations could be considered. Certain institutions, in addition to providing a general level of accommodation, might decide to develop expertise in a specific area of special need. This could be done in conjunction with a university's research focus and/or in collaboration with a business/industry initiative. In addition to providing accommodation to all academically qualified students to the program of their choice, an institution might decide to develop an expertise in the training of a particular group. For example, a collaborative project on the accommodation needs of the physically injured might be mounted by an institution, aided and supported by industry. This concept might be timely as the college system examines its mandate, particularly with reference to providing retraining opportunities for older adults and injured workers.

As the college system examines its mandate, it may also need to consider the option of 'partial rationalization.' Current societal values as well as enabling legislation support access to post-secondary education as a right. At the moment, however, not all colleges offer all programs. In the same way, the system might examine a regional approach to certain targeted programs or disabilities. While all institutions would provide physical access for all and accommodate the special needs of each student, the Ministry of Colleges and Universities may decide that state-of-the-art sophisticated devices and equipment cannot be provided at each institution but that each region will be served by one institution at which these special facilities will be available. This notion might well be considered in conjunction with the concept of research and special applications discussed above.

From the point of view of the disabled, is the college the best locale at which to be trained? Might other institutions or industry itself be better able to suit specific needs? It might be more appropriate and efficient, for example, for an industry to contract with a private vocational school or other agency to provide a specific training program for a disabled worker. If colleges were part of the collaborative model suggested previously, a part of the college might well provide such training. Increasingly, however, industries themselves are determining their own training needs and contracting for courses or programs specifically designed to meet them. This development could well extend to training for those with disabilities. If 'accommodation' is the key word then, it may make more human and economic sense to respond to individual needs, rather than try to anticipate them all in the attempt to provide an unattainable panacea.

b) Socio-Economic Considerations

One of the tasks of this research was to examine the social and economic benefits to the disabled of post-secondary education. Society, through the political will of recent legislation has said that all academically qualified citizens have equal right of access to higher education.

Some of the social implications of appropriate post-secondary training opportunities available to students with special needs have been alluded to previously. The student's social development supported by continuing education in the same setting as one's peers represents a step toward the equality and opportunity for maturing independence mentioned earlier in this paper. The college system should reflect the values of society and take a leadership role in changing public misconceptions about the abilities of the disabled.

This re-examination of the mandate of the colleges, which is the mission of Vision 2000, might also include consideration of a wider range of programming in order to provide some form of continuing education to young people who can benefit socially and economically from such an opportunity for education and/or training but, who, at the moment, are excluded by academic standards. This does not infer a devaluing of the academic currency. What it does suggest is a variety of offerings to meet a range of needs.

Similarly, there are several Government initiatives which suggest that there must be economic benefit in being employed rather than unemployed. Much of the literature examined inferred an economic benefit as a result of providing post-secondary education for those with special needs. Implicit in this idea is the notion that such training enhances employability and thus reduces the cost to society of a dependent person. Further there is some evidence that disabled persons who gain employment, retain employment.

Although not discussed specifically in this paper, there may be considerable expense in accommodating those with special needs. An operational review of the Vocational Rehabilitation Services is in the final review stages within The Ministry of Community and Social Services. This project examined the factors and cost-benefit outcomes of servicing disabled clients. There is a sense that, to the degree that education is of economic benefit, this will also apply to those with disabilities. A Council of Ministers of Education (Canada) report cautions, however, that while there may, in fact, be economic benefit, more study is needed before any claims can be made. A larger initiative by the Organization for Economic Cooperation and Development (OECD) is examining the transferability of training programs and the degree to which these can be applied with benefit to those with special needs. Data from such sources will be useful as they become available.

c) Funding

Funding access for students with special needs impacts on many aspects of institutional planning. Because many students with special needs require reduced or a part-time load as an accommodation, a college may not receive full funding units for these students. This situation can cause a significant financial stress at a time colleges are experiencing financial difficulties. One respondent reported that a common fear is that one's institution will attract more than its fair share of disabled students and experience a disproportionately heavy financial burden. She goes on to suggest that some colleges request that recruitment and information on services be kept 'low key,' and that some institutions have gone as far as to recommend that services not become 'too good.'

All respondents to the survey noted that the recent funding initiatives of the Ministry of Colleges and Universities, while not extensive, have been viewed as a support to the legislation and have enabled some new action. Specifically, these funds have allowed the establishment of Special Needs Offices, enhanced service delivery and professional development, as well as providing specific technical aids and devices. One response noted, however, that these funds have not been accompanied by institutional administrative support, specifically, the building alterations necessary for physical accessibility. The changes required to reduce physical barriers, attitudinal barriers and systems barriers cannot be met by this level of funding.

Accommodating students with special needs can be very expensive. If an institution allocates funds for such accommodations, they cannot be spent elsewhere. If an institution makes significant efforts to eliminate both physical and attitudinal barriers, it will be attractive to students with special needs and may, therefore, attract a disproportionate number. Such an institution may see itself to be financially penalized.

Funds for physical accommodations should be made available on a system-wide basis, particularly until basic renovations to assure barrier-free access are in place. Funds for the wide variety of individual accommodations suggested throughout this paper might be made available by mechanisms, established at the provincial level, to the institution of the student's choice.

d) Employees with Special Needs

There are insufficient data to show the status of employees with special needs within the college system. This finding is as might be expected when one considers the protection provided by current personnel practices. Unlike the inability to predict, with accuracy, the representation within the student population, one might expect those with special needs to be represented proportionally in the workplace. Each college has a policy on employment equity and those with special needs are recognized as one of the underrepresented groups addressed by these policies. Consultations with those in employment equity and advocacy positions suggest, however, that employees with special needs have not been a group targeted for employment at colleges to the same extent as have, for example, women. As in the case of services to students, there is great variability across the system.

The ability to identify is affected by the very nature of the population under discussion. As has already been noted, an impairment or disability usually needs to be recognized only when accommodation is required. One President described a situation where a day care worker was identified as 'disabled' only when it became evident that a back disability required some accommodating measures. This example illustrates the complexity of identification and the weakness of quantitative analysis, as well as underlining the importance of an operational approach to definition, particularly as provided by the Office for Disabled Persons.

Initiatives such as the Handicapped Employment Program (HEP) of the Ontario Ministry of Labour and the Job Accommodation Network (JAN) of Employment and Immigration Canada have been designed to assist employers to hire those with special needs. Both programs have identified the tasks necessary for many positions in the workplace. These are two examples of affirmative action designed to promote greater participation by the disabled in the workforce. **Colleges should be encouraged to take advantage of such initiatives.**

IV. Issues for Consideration in Developing Policy

Based on the data collected for this project, the following suggestions are presented for consideration in developing of policy options. Some are recommendations; others are posed as questions for discussion; all invite action at all levels, from the individual at a college campus to the Government.

a) College

- Accommodation for all and institutional specialization need not be mutually exclusive. A combination of the two situations could be considered. Certain institutions, in addition to providing a general level of accommodation, might decide to develop expertise in a specific area of special need. This could be done in conjunction with a university's research focus and/or in collaboration with a business/industry initiative. Other institutions might focus on expertise in a specific program for a specific disability.
- The notion of accommodation requires that alternative modes of delivery be available, when needed, in order to accommodate the client's learning needs. Such accommodation may require part-time segments, an extended completion time frame or other program re-organization. It could require assistive devices or alternatives to existing examination practices as a means of evaluating competency. Other forms of flexibility which may be suggested include course delivery by distance education. How can colleges optimize planning for these accommodations?
- Students should be encouraged and enabled, both individually and as groups, to take charge of their education; support for peer groups within the college and linkages with national organizations such as National Educational Association of Disabled Students (NEADS) should be facilitated.

- Colleges should be encouraged to take advantage of affirmative action programs such as Handicapped Employment Program and Job Accommodation Network, which are designed to promote greater participation by the disabled in the workforce.

b) System

- The Committee of Presidents should be encouraged to continue to support the work of the College Committee on Special Needs, particularly the initiatives designed to enhance awareness of all college personnel and to promote the educational goals of students with special needs.
- As a system, colleges should develop and expand programs to train those who work with students with special needs; e.g., at this time there is a demonstrated need for signers and interpreters in both official languages.
- Many young people who, at the moment, are excluded by academic standards, can benefit socially and economically from an opportunity for post-secondary education and/or training. How can the college system change to reflect the values of society and take a leadership role in changing public misconceptions about the abilities of the disabled?

c) Ministry of Colleges and Universities

- Funds for physical accommodations should be made available on a system-wide basis, particularly until basic renovations to assure barrier-free access at all campuses are in place. How can funding mechanisms ensure system-wide upgrading and enhancements necessary for appropriate physical accessibility, with no undue hardship to individual institutions?
- The Ministry should continue to provide specially allocated funds for the establishment and development of special needs services, devices and accommodations.
- How can the Ministry explore the development of further specialized teacher-training in the field; e.g., the expansion of the pilot project underway through Brock University, and other initiatives?
- Would funds for the wide variety of individual accommodations suggested throughout this paper better be provided through the individual to the institution by mechanisms established at the provincial level?
- How can funding mechanisms be established to reflect a more diverse delivery system required by students with special needs. Such mechanisms for funding alternative methods of program delivery, e.g., part-time or extended, should not penalize institutions for accommodating to special needs.
- The assistance provided by OSAP should be reviewed and restructured to adequately and appropriately serve disabled students.

d) Interministerial

- How can appropriate, effective interministerial structures be created to analyze the needs and develop policy so that planning for individual accommodation over the long term can be achieved? Such a coordinated approach could be administered through an enhanced Office for Disabled Persons. Accessing education would be just one accommodation which would be administered by such a structure.
- How can mechanisms be established for coordination of all services required by those with special needs? Might direct responsibility for transportation, as well as other aspects of accommodation for disabled persons be handled more effectively by the Ministries already dealing with these portfolios?

It will be necessary to carefully consider the many options in delivery of services and programs. Human rights considerations, the changing needs of the different disability groups, public accountability and the mandate of the system must all be examined.

Appendix A

Table 1
Highest Level of Education — Ontario

Highest Level of Education	Non-Disabled %	Disabled/Households %	Disabled/Institutions %
0-8 Years	12	33	44
Some secondary	29	27	14
Secondary school graduate/trades certificate	16	12	9
Some post-secondary	18	14	5
Certificate/diploma	14	9	4
University degree	11	5	2
	100%	100%	100%

Source: Statistics Canada, Health and Activity Limitation Survey, 1986.

Table 2
Highest Level of Education
Adults 20–49 Years of Age

Highest Level of Education	Non-Disabled	Disabled/Households
0-8 years	5	14
Some secondary	22	30
Secondary school graduate/trades certificate	18	14
Some post-secondary	23	19
Certificate/diploma	18	15
University degree	14	8
Unknown/not applicable	100%	100%

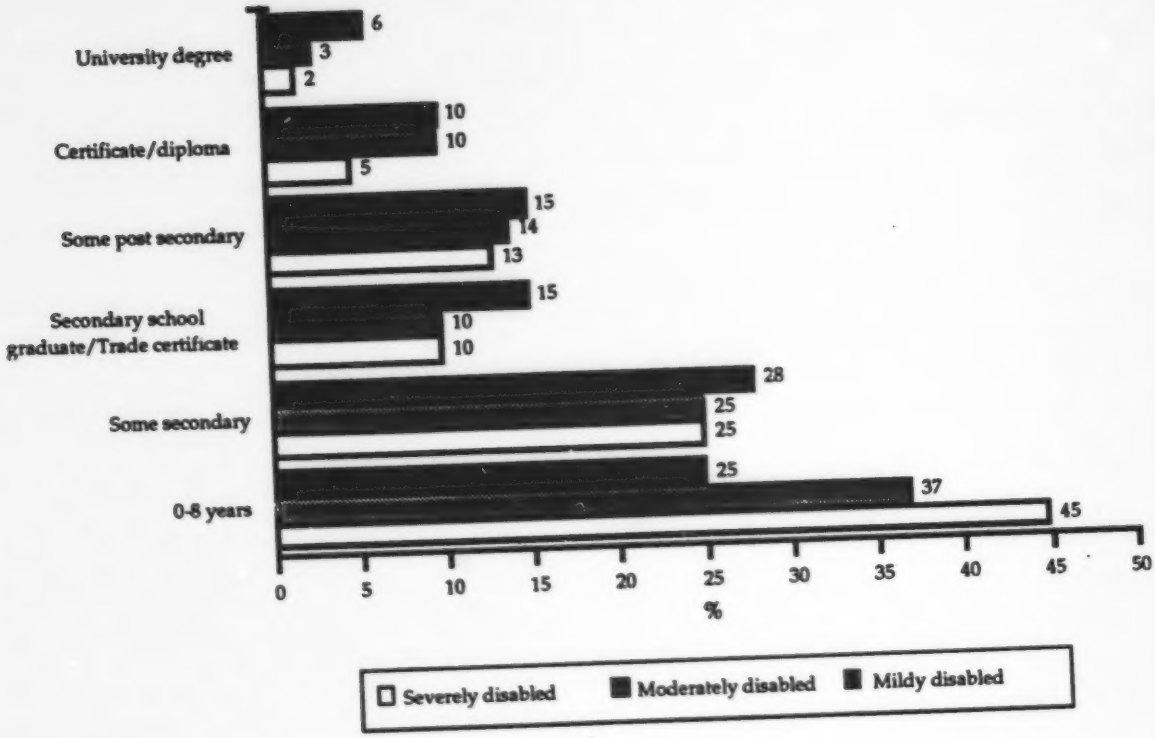
Source: Statistics Canada, Health and Activity Limitation Survey, 1986.

Table 3
Education for Exceptional Pupils
1982 - 1988
Public Secondary Schools — Age Group 16 to 20

Area of Exceptionality	1982	1983	% increase over 1982	1984	% increase over 1983	1985	% increase over 1984	1986	% increase over 1985	1987	% increase over 1986	1988	% increase over 1987
Behavioural	836	927	10.89	1132	22.11	1174	3.71	1288	9.71	1350	4.81	1529	13.26
Autistic	48	100	108.33	18	-92.00	107	494.44	33	-69.16	18	-45.45	52	188.89
Hearing Impaired	269	253	-5.95	205	-18.97	211	2.92	229	8.53	246	7.42	242	-1.63
Learning Disabled	3558	4032	13.32	5663	40.45	6389	12.82	7790	21.99	8267	6.12	9985	20.78
Speech & language impaired	175	113	-35.42	162	43.36	193	19.14	258	33.68	193	-25.19	254	31.61
Gifted	1449	1308	-9.83	1131	-13.53	1787	58.00	2260	26.47	3222	42.57	4088	26.88
Educable retarded	2237	3322	42.15	4381	31.88	4213	-3.85	4155	-1.37	4226	1.71	3822	-9.56
Visually impaired	72	64	11.11	82	28.13	95	15.85	99	4.21	81	-18.18	100	23.46
Orthopedic	183	213	16.39	236	10.80	235	-0.42	233	-0.85	293	25.75	371	26.62
Multiple handicap	259	333	28.57	375	12.61	435	16.00	603	38.62	433	-28.19	456	5.31
Total	9186	10665	16.10	13385	25.50	14839	10.86	16948	14.21	18039	8.15	20999	14.02
Actual number of exceptional students	9010	10565	17.25	13216	25.09	14672	11.02	16799	14.50	18210	8.40	20768	14.05

Source: Table 4.80, Secondary School September Report (April 12, 1989).

Figure 1
Highest Level of Education for Disabled
Adults Residing in Households by Severity of Disability



Source: Statistics Canada, Health and Activity Limitation Survey, 1986.

Appendix B

Special Needs Research: Human Resources

The following list identifies some of the individuals who were valuable as 'human' resources in the process of this research project. Each one made a significant contribution to the scope and nature of the paper. This list includes neither those on Study Team 3 who were very helpful nor the Special Needs Counsellors at the Colleges who took time to share their experiences. (Positions listed are those at time of interviewing; some individuals have since changed their responsibilities.)

Ministry of Community and Social Services:

Jane Atkey, Provincial Coordinator, Vocational Rehabilitation.

Frank Reilly, Manager, Income and Family Support Unit, Toronto Area Office.

Ministry of Colleges and Universities:

Jan Donio, Acting Director, Student Awards Branch.

Vicki Hodgkinson, Policy Analyst, Corporate Planning and Services.

Douglas MacDonald, Post-Secondary Statistical Information Services, Corporate Planning and Information Section.

Frank Miosi, Private Vocational Schools, Colleges and Student Support.

Barbara Robinson, Staff Relations, College Affairs Branch.

Ellen Waxman, University Affairs Officer, Program and Policy Development.

Ministry of Education:

Ann Lloyd-Adams, Statistical Information Unit, Policy Analysis and Research Branch.

Frank Sebo, Education Officer, Special Education and Provincial Schools Branch.

Office for Disabled Persons:

Calvin Benard, Policy Analyst.

Barbara Robertson, Policy Analyst.

Ontario Human Rights Commission:

Marilyn Ginsburg, Legal Counsel.

Council of Ministers of Education, Canada:

James Cullen, Coordinator, Elementary and Secondary Education.

Sheila Molloy, International Desk Officer.

Other Individuals:

Larry McClosky, Special Needs Coordinator, Carleton University, Ottawa.

Frank Smith, Co-ordinator, National Educational Association of Disabled Students (NEADS), Carleton University, Ottawa.

Jim Knight, Teaching Master, Humber College.

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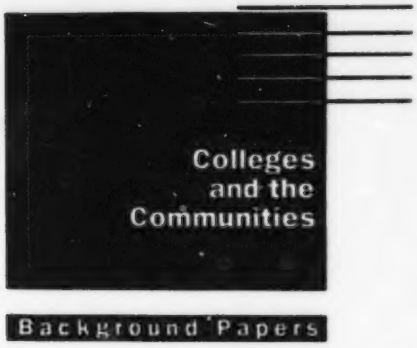


Background Papers

Bernice Bell

Post-Secondary Skills Training and Education for Senior Citizens

Study Team 3

Summary

As the number of elderly increases, the college system will be called upon to provide more educational opportunities for senior citizens. This report examines the diverse needs of older adults, their various motivations for seeking college education, and the implications that these may have for the college system. Finally, recommendations outline ways in which the college system can more effectively serve older adults.

College planning and delivery for seniors has been limited by lack of adequate research and by stereotyping. However, colleges must now recognize the heterogeneous character of the elderly, particularly the 'young-old,' those individuals who continue to function independently and who have expectations about further education, employment and community involvement. Colleges must also respond to inequities that exist due to gender and income and respond to those elderly who are least advantaged, not just middle and upper income seniors.

The information society and economy will require more workers to support an aging population and therefore careers may be extended. The physical demands of the workplace will be reduced. In addition, older workers may want to work for personal satisfaction, need to work for economic survival or demand to work as a basic right. The information economy may also lead to deskilling of jobs and competition between younger and older workers. All of these changes will require the training and retraining of the older workforce so that inequities can be addressed. Colleges have an obvious and essential role in the lifelong learning of older adults.

There will be a danger however, in society placing a higher value on economically productive seniors. Colleges must also be leaders in training for services to the 'not-so-able elderly.'

To address the various needs of the elderly, people within the colleges and government will have to address many issues including attitude toward the elderly, strategic planning and participatory decision-making, college program content and delivery, marketing, student and academic services, financial aid, attainment and placement, and community consultation.

The following specific recommendations are made:

- Comprehensive research should be conducted and shared system-wide about the future educational needs of older adults. A centralized data bank should be developed to collect information about seniors enroled in certificate, diploma and continuing education courses.
- Older adults and representatives from community and government agencies serving seniors should be involved through college committees and boards in planning, decision-making and program evaluation.
- Colleges should be well informed about industry needs for retraining older employees as well as the placement of retrained 'young-old' graduates.
- Provisions should be made for faculty and counsellors to acquire increased knowledge and skills in working with seniors. Concepts such as andragogy and gerontology should be incorporated into their teaching repertoire and ongoing professional development plans.
- The marketing of all college programs should be expanded and purposely directed to include seniors' needs and interests for retraining and further career education.
- Admission criteria and accreditation should become flexible, respecting older adults' life experiences and prior courses at college and work.

- Fees should be charged in accordance with the principles of age-irrelevance or age integration. Financial assistance should be made available to all economically disadvantaged students including seniors.
- While regular courses can be made attractive to seniors, specific courses should be developed to support the labour market for the provision of services to seniors by seniors.
- College courses should be offered from integrated local, community-based facilities, where appropriate, assuring more accessible time and transportation if needed by seniors.

Sommaire

À mesure que la population vieillit, les collèges vont devoir multiplier les services éducatifs offerts aux personnes âgées. Ce rapport examine les besoins variés des adultes d'un certain âge, les motivations qui les poussent à vouloir améliorer leur éducation et les répercussions possibles de cette tendance sur le système d'enseignement collégial. Finalement, le rapport formule des recommandations pour l'amélioration des services du système d'enseignement collégial aux adultes plus âgés.

Le fait que les collèges n'aient jusqu'ici pas fourni ni prévu davantage de services aux personnes âgées peut s'expliquer par l'inadéquation de la recherche et l'influence des stéréotypes. L'heure est venue pour les collèges de reconnaître l'hétérogénéité des personnes d'un certain âge, en particulier les « jeunes personnes âgées », c'est-à-dire celles qui vivent une vie parfaitement autonome et qui s'attendent à enrichir leurs connaissances, occuper un emploi et participer à la vie de la communauté. Les collèges doivent aussi redresser les inégalités dues au sexe ou au revenu et offrir leurs services non seulement aux personnes âgées à revenu moyen ou élevé, mais aussi aux plus démunies.

Les services à une population vieillissante vont mobiliser une part de plus en plus grande de la main-d'œuvre de notre société et de notre économie d'information, et le prolongement des carrières va devenir un phénomène courant. La force physique joue un rôle de moins en moins important sur les lieux de travail. De plus en plus de personnes vont chercher dans le travail une source de satisfaction personnelle ou un moyen de survie économique, ou encore revendiquer comme un fondamental le droit de travailler. La société d'information pourrait également mener à une diminution des qualifications requises pour occuper des emplois et donc à une plus grande concurrence entre les jeunes travailleurs et les travailleurs plus âgés. Toutes ces nouvelles tendances vont renforcer la nécessité de former et de recycler la main-d'œuvre plus âgée pour maintenir l'égalité des chances. Les collèges ont un rôle évident et essentiel à jouer dans l'apprentissage des adultes tout au long de leur vie.

L'écueil à éviter est l'avènement d'une société qui tiendrait en plus haute estime les personnes âgées qui participent à la production économique. Les collèges doivent par conséquent donner l'exemple et offrir des cours de formation pour la prestation de services aux personnes âgées à l'autonomie limitée.

Pour répondre aux différents besoins des personnes âgées, les responsables des collèges et des gouvernements vont devoir se pencher sur une myriade de questions, notamment notre attitude envers nos aînés, la planification stratégique et la prise de décision collective, le contenu des programmes et la prestation des cours des collèges, la commercialisation, les services aux étudiants et aux enseignants, l'aide financière, les résultats obtenus par les personnes qui suivent les cours et leur placement sur le marché du travail, et enfin la consultation de la communauté.

Les recommandations formulées sont les suivantes :

- Faire des recherches approfondies sur les besoins futurs des adultes d'un certain âge en matière de services éducatifs et en diffuser les conclusions à travers l'ensemble du système. Mettre en place une banque de données centrale pour recueillir des renseignements sur les personnes âgées inscrites à des cours menant à un certificat ou à un diplôme et en particulier des cours d'éducation permanente;
- Prévoir la participation de personnes âgées et de représentants des organismes communautaires et gouvernementaux qui servent cette tranche de la population à la planification et à la prise de décision en matière de programmes, ainsi qu'à l'évaluation de ces derniers, par l'intermédiaire des comités et des conseils des collèges;

- Prévoir une meilleure information des collèges sur les besoins des employeurs en matière de recyclage des employés d'âge mûr, de même que sur les débouchés possibles pour les « jeunes personnes âgées » qui ont suivi avec succès des cours de formation complémentaire;
- Tenir compte du fait que les enseignants et les conseillers d'orientation peuvent acquérir de nouvelles connaissances et de nouvelles aptitudes en travaillant avec les personnes âgées. Incorporer des notions telles que l'andragogie et la gérontologie dans les programmes d'enseignement et les plans de formation continue et de perfectionnement professionnel;
- Élargir la commercialisation de tous les programmes d'enseignement collégial et faire en sorte qu'elle s'adresse directement aux personnes âgées, qu'elle réponde à leurs besoins et à leurs souhaits en matière de recyclage et de complément de formation;
- Assouplir les critères d'admission et d'agrément pour tenir compte de l'expérience pratique acquise par les personnes âgées et des cours qu'elles ont suivi par le passé au collège ou dans le cadre de leur travail;
- Faire en sorte que les droits exigés soient sans rapport avec l'âge des étudiants ou qu'ils facilitent l'intégration des étudiants quel que soit leur âge. Offrir de l'aide financière à tous les étudiants économiquement faibles, y compris aux personnes âgées;
- Rendre les cours ordinaires attrayant pour les personnes âgées, mais aussi mettre sur pied des cours spécifiquement adressés aux personnes âgées afin qu'elles puissent aider à combler les besoins de main-d'oeuvre dans l'industrie des services aux personnes âgées;
- Offrir des cours d'enseignement collégial dans autant d'établissements communautaires que possible et prévoir des horaires convenables, voire un service de transport, pour les personnes âgées, afin de leur en faciliter l'accès.

Table of Contents

	Page
Background	1
Older Adults: Identifying a Diverse Group	2
Reasons that Older Adults May Seek Education	3
a) Personality types	3
b) The information economy	4
Implementation Issues for the Colleges	7
a) Some broad social issues	7
b) Specific issues affecting colleges	8
Recommendations	13
Appendix	15
Bibliography	17

The Honourable Lyn McLeod, former Minister of Colleges and Universities, requested that the Council of Regents develop "a vision of the college system in the year 2000."

The Minister pointed out that the Ontario system of colleges of applied arts and technology, in entering its third decade, is facing the challenge of meeting changing needs in a changing environment.

A search for this vision is being conducted by five Study Teams. Study Team 3, identified by its title "Colleges and Communities," seeks to "consider the issues surrounding the social role of the colleges and college systems with respect to diverse communities which colleges both serve and depend upon ... It seeks to examine ways that colleges can better serve and ensure access for Ontarians..." (Vision 2000: A Framework for Reviewing the Mandate of Ontario's System of Colleges of . pplied Arts and Technology, 1988).

The purpose of this paper is to examine the role of community colleges in the education of senior citizens, and what measures may be taken by colleges to provide effective education/services for seniors.

Background

This paper is developed primarily from an examination of literature and select interviews with twelve seniors on this topic. It is to be used for discussion purposes. The principal question this paper seeks to address is, "What can community colleges effectively offer to seniors in the year 2000?" By that time, the information society is projected to have a declining labour force while at the same time having a vastly increased population of older adults, with a significant expansion of the very elderly. In order to ensure an equal distribution of education to seniors, how can community colleges support educational programs which address the greater needs of the increasing number of the 'least advantaged' groups of the elderly? Since there is evidence that those seniors who presently opt for further education tend to be middle class, white, English-speaking, predominantly female and have higher educational attainment than the older non-participants, can the colleges establish programs for the future to be aimed at the various dimensions of 'the old' to compensate for the present educational inequity and disadvantages? Can the colleges serve not only those seniors who seek leisure time opportunities for themselves, but those who are most in need of further education? If the colleges do address these questions, the allocation of education for older adults in the year 2000 will be more equal than at the present time. It now appears that older adults who need education least may get most of it through accessibility of Continuing Education courses as distinct from Diploma programs.

These questions, based upon "Rawl's Theory of Justice" (Rawl, 1971), are to assist in clarifying the purpose and expanding our concepts of education for older adults.

This paper is divided into three parts:

1) to provide a broad understanding of the 'target group;'
2) to discuss some of the reasons that seniors seek education and/or retraining;
3) to discuss some of the educational implications for community colleges and some possible resolutions that may affect policy direction for the year 2000.

The primary objective of this paper is to explore 'productivity' and 'economic self-sufficiency' as goals of older adult learners. This is a narrow focus relative to the realization that deeply rooted drives of industrial economics influence educational systems. It is intended to become just one criterion from among other contributions such as the recent study by Susan Rudin, The Educational Needs and Interest of Senior Citizens in Metropolitan Toronto, August 1987.

There are two major limits to the scope of this paper: one is that the paper does not deal with the importance of education in providing opportunities to meet the leisure needs of seniors. The second is that the paper does not discuss particular educational needs of special groups of older people such as the rural, ethnic minorities and the under-educated or 'illiterate.'

These omissions are related to the time factor in preparing this paper and also to the fact that a cursory overview of literature revealed some interesting observations. For example, in relation to the 'illiterate' older adult, "little evidence is available to assess the severity of the problem and to measure the degree to which low level literacy skills are detrimental to their well being" (Fisher, 1987).

Regarding ethnicity and aging, Gerber (1983) and Driedger (1987) reveal that ethnic seniors experience aging differently according to their culture. Levels of education and occupational status may also vary amongst ethnic groups, and education may be less an individual decision as it is a group cultural matter. It is therefore difficult to propose any single interpretation about the interrelationships among ethnicity, aging and education.

These are but two of the many areas for further research needed into the education of seniors in our changing society.

Older Adults: Identifying a Diverse Group

In our society, older people have been identified by their chronological age, often euphemistically described as the 'Golden Years,' and by powerful, negative common stereotypes that influence both personal and institutional attitudes.

However, due in part to the increasing population of seniors, their improved health, longevity, activities and economic importance; and due in part to new theories about aging, 'old age' is being redefined and traditional roles and expectations are changing. Distinctions in aging are now based more on health and social characteristics.

Neugarten's (1986) description of kinds of 'old' sets out very different needs and claims of the elderly. The 'young-old' and the 'old-old' provide a means by which to understand their expectations and functions in society and may lead to understanding the importance of education in their lives. These descriptions contrast with the orderly, but overly simplified definition of the elderly as a group of people 65 years of age and over (projected in Ontario to grow from 1,031,000 seniors in 1987 to 1,466,000 by the year 2000).

The differences between the 'young-old' and the 'old-old' are described in general terms. The 'young-old' are those men and women who are healthy and active and only gradually experience some sensory or physical, but not disabling, loss. They represent a great resource of talent to society, much of which is greatly underutilized. They pursue a wide variety of life styles. Some seek new ways of serving their communities either in remunerated or unremunerated jobs. Some seek self-fulfilment through education or through various types of leisure. Career changes and retraining frequently occur in this group.

By contrast, the 'old-old' are persons who have suffered physical or mental deterioration or sudden losses in family support services. Many need special supports in the physical environment to enable them to function as fully as possible, either in their own homes or in residential/nursing home settings. It is this group that is increasing dramatically through the advantages of medical care, lengthening the period of dependency and increasing demands for special care at the point when they can no longer look after themselves.

For the purpose of this paper, the term 'older adult' will also include individuals 55 years of age and older (Long, 1986). In the Ontario Council of Regents Environmental Scan (1989), the population between

ages 55 and 64 is referred to as an unpredictable group, possibly implying the various dispositions these people face related to work, retirement or further education.

This inclusion of the 'older adults' into the 'young-old' or 'able elderly' categories, expands the size of the population. It likewise accentuates the social dimensions leading to 'needs' or 'claims' on or from society, and specifically from education. In Ontario by the year 2000, the combined population of these two groups, 55 to 64 years and 65 and over will be approximately 2,500,000 persons, of which about 90% will be recognized 'young-old', and functioning fairly independently. If it is expected that educational institutions will find greater proportions of older adult students and/or seniors taking courses at the turn of the century, it would likely be from this vast group of the 'young-old'.

This group will be heterogeneous. Age is largely irrelevant for understanding the diversities or the nature of the problems and issues experienced. This group will consist of more women than men, although the gap is narrowing between the genders. However, the older the group, the greater is the predominance of women. Most of the senior women will be single, divorced or widowed. There may be a predominance of retirees, both male and female, if early retirement continues as a favourable option, and if mandatory retirement at 65 years persists. This group will be better educated, but 18 percent of the older adults will have less than grade 9 education. Incomes will largely come from government pensions or private pensions and investments. Women will have much less income than men. Some men and women will insist on working since this is a recognized trend among at least 7 percent in Canada and 12% in the U.S.A. of persons 65 and over. Some who are 70 years of age and over also will want to work. These 'young-old' will turn to education at community colleges either because of their own motivation and/or because of external forces.

Reasons that Older Adults May Seek Education

a) Personality types

To understand the motivation of the 'young-old', four personality types inferred from patterns of work-related activities may be helpful. (Walker, Kimmel and Price 1981)

1) **The Reorganizer:** These are people who engage in many types of activities. They tend to substitute new activities for the work that they have left, often becoming quite involved in a variety of voluntary activities. They are active, but in a newly reorganized life pattern.

This group may be oriented to training/educational opportunities because they would like to work with or on behalf of people.

2) **Holding On:** This group does not accept aging or the need for retirement. They are highly active and want to continue working indefinitely.

This group may undertake college courses in support of, or out of the need to resume the business of working indefinitely, whether the need is for remunerative or non-remunerative reasons.

3) **Dissatisfied:** These persons are characterized by low levels of activity and by feelings of having a hard time keeping active.

This group may be interested in college if they had previously been involved in courses which brought them satisfaction.

4) **Rocking Chair:** These persons opt for reduced life activity. They are satisfied with this decline in activity and have made the intentional decision to disengage from the pace of life without giving up.

This group would be unlikely to pursue college courses.

In addition to this personality theory, 'the continuity theory,' by Atchley (1972) is the basis upon which most gerontologists account for older people's participation in higher education. Those most likely to be in education will have established educational roles and patterns of behaviour earlier in life; they have a predisposition toward education and educational participation. This theory considers psychological, physiological, and sociological factors that influence educational roles of older people (Sone, 1987).

Marstain and Smart (1974) discuss six factors, or clusters of reasons, for an adult learner's participation in learning:

i) the development of social relationships, reflecting a desire to interact with other people, make new friends, and to participate in group activities;

ii) external expectations or pressure from other people or institutions to participate in educational activities;

iii) personal values reflecting an altruistic wish to be involved in bettering the community, the plight of others, or humanity, and the desire to be prepared by education to serve others;

iv) professional advancement relating to improving one's occupational performance and status;

v) escape or intellectual stimulation to find relief from routine, boring, or frustrating situations; and

vi) cognitive interest, reflecting a desire for knowledge for its own sake and the feeling that learning is enjoyable and intrinsically worthwhile (Merriam and Lumsden 1984).

With the general population, little is revealed when attempting to correlate motivational factors with participant characteristics such as sex, age, or socioeconomic status. Adults of all ages appear to have mixed motives for participating in educational activities. However, when participation rates are looked at rather than motivational factors, studies consistently reveal that older adults are less likely to participate in adult education than are younger adults. This is attributed to sociological factors, such as role shifts and to the fact that adult education has not concerned itself with life change events of middle and old age.

In studies conducted by Covey (1979, 1980, 1983) on older people's participation in college programs, it was discovered that older college students had lifelong involvements in education, either formally or informally.

Covey further points out that the transition into the college student role is simply a continuation of lifetime educational activity (Sone, 1987). It is also suggested that unique to older adulthood is the 'fundamental life task' of old age: 'to encounter who we are' (Lumsden, 1984). This dimension is represented in Maslow's 'self-actualization;' Erikson's 'ego-identity;' McClusky's 'transcendence' and Butler's 'life review.' There are elements of this task that can only be grasped in all their depth and richness by individuals who bring a lifetime of personal experience.

b) The information economy

Another perspective to the question of what will influence the 'young-old' to turn to education/community colleges is that of the requirements and effects of the post-industrial society, namely, the information economy.

The Ontario economy today is undergoing profound transformation as it moves from an industrial society into an information society. An information society based upon new technologies facilitates access to information for all of the population. Electronic technology hastens the speed of manipulation and

instantaneous transmission of information. Productive tasks can be performed with less stress and less physical labour.

An integral part of this shift to the information society is the enlargement of the tertiary or service sector. For example, white collar jobs in the service sector comprise over 50% of the labour force.

"Defined broadly, the information sector of the economy includes printing and publishing: telecommunications of all kinds: mass media: financial services and data processing: research and education: and those manufacturing and service corporations engaged in production and distribution of telecommunications products or services" (Moody, 1986). Efficiency in manufacturing and transportation, retail trade, banking and other financial services are also dependent upon the computer.

Curtis, James and Tepperman (1988) refer to this vast change as something only partially understood. This change is characterized by a service-dominated labour market, a dominant class of scientific and intellectual leaders, and a labour market comprising many more women than before. Moody (1986) suggests that by the year 2000, as few as 2 or 3% of the labour force will be on the farm while just over 20% will be in manufacturing. Nearly two-thirds will work in the information sector. In such an economy, for an aging population, there is the possibility of an economically productive life for 20-25 years after reaching 55 or 60 years of age. This time represents 25 to 30% of an average adult lifespan.

Older people will increasingly assume these productive work roles, some for personal fulfillment, others for economic self-sufficiency. Still others may choose recreational/leisure activities. "However, most older adults will be more likely to respond to activities designed to meet their survival needs/goals than to recreational or liberal educational pursuits" (Lowy, O'Connor, 1986).

Concerning issues affecting their economic survival, older adults often do not reflect the common stereotype that depicts them as dependent and non-productive. Some of the following observations are made:

1. Sykes (1987) notes that many older adults say they want to remain on the job as long as possible. No longer will they placidly accept the assumption that they should step aside to make room for younger workers.
2. Some older adults perceive themselves to have the 'right to work,' and may choose to remain in the workforce in the future years. The Conference Board of Canada (1980) indicated that 25,000 people per annum would continue to work beyond 65. Wigdor and Foote (1988) pointed out that approximately 7% of the workforce search for employment after 65 years.

   Approximately 179,000 people over 65 have been regularly employed annually since 1980. This has included about 70% men and 30% women. There is no way of knowing how many more would be employed if there were more encouragement for older workers to remain in the labour force. Currently, the growing number of private employment placement agencies for adults 60 years of age and over, reveals the need in the marketplace for seniors to do office work on a temporary or part-time basis. Training is also made available to them.
3. Other older adults may be financially unprepared for retirement. A recent survey on retirement planning, Toronto Star, (June 18, 1989) revealed that of 1,400 respondents, three-quarters said they were concerned about a lower standard of living and one-half thought that they would have to keep a part-time job. The Conference Board of Canada (1989) estimated that fewer than half of Canadian workers are covered by pension plans and they account for only 10% of retirement incomes. Most persons rely on investments and personal savings to help pay for their daily needs.
4. In looking ahead to the year 2000, older workers may very well be required to participate in the workforce. Half the workforce will consist of people age 35 - 55 years, with fewer young people seeking employment due to the declining youth population. Neugarten (1986) has

suggested there will be fewer workers to support the great number of retirees and that incentives should be made to keep people at work.

Moody (1986) points out that there is considerable discussion about reducing economic obligations, and shifting income support to the growing numbers of older individuals who are healthy and active. A Toronto economist, Stephen Triantis, at the University of Toronto, reported that we cannot afford to have people retiring. We will have to keep them working. This will require longer work lives for older adults.

These observations indicate noticeable shifts in the recognition of the importance of older workers assuming continued employment in the future.

Despite creating an increased need for older workers, the information economy may also present economic and social strains. The experience of older adults/seniors may be devalued in the face of rapidly changing information. Older workers may be threatened by and fearful of new technology. Their very own specializations will be out of date. Formerly satisfying employment for older workers in blue or white collar occupations may become tedious or non-existent with the deskilling of jobs. The grim side of the new information economy may be the displacement of older workers and the continuing stereotypical favouring of the speed, aggressiveness and high productivity of youth. Older adults may be faced with major personal adjustments as job shuffling occurs on an intra-firm, inter-industry and even inter-regional basis.

These phenomena can particularly affect women who are "largely associated with large-scale, female, white collar unemployment" (Curtis & Tepperman, 1988) in predominantly non-professional sectors such as clerical, service and sales (see tables 1 and 2 in the Appendix). Only some of the service occupations will be largely protected from the technological threats common to the automated offices in which most women are employed. Women are also concentrated in supportive occupations such as those of technicians who would be affected by technological changes.

When older women are laid off or become unemployed, or retire, they are most likely forced into poverty as a result of their very limited assets. A high percentage of women work part-time, and have an irregular employment history due to their care-giver status to their children in the past, and now to their dependent parents. They are negatively affected by the very limited company pension plan, if there is one at all. If the woman is 65 and over, the greater the chance is that she will be widowed. (As mentioned earlier, a phenomenon exists that the older the woman, the greater the chance that she is single, divorced, widowed, or has a spouse who is disabled.) This means that the probability of her continuing in a poverty state is higher. The National Advisory Council on Aging (1989) points to the growing number of women heading single-parent families as the group who will be most vulnerable when they reach retirement age. Many of these women will enter old-age with virtually no savings and little or no entitlement to employer-sponsored pension plans. By the year 2000, almost 18% of those older adults between 55 - 64 years of age and 30% of those seniors 65 and over will have less than grade 9 education, presuming that they will not have acquired any additional education from the time that the 1981 census was taken (see Table 3 in the Appendix).

If they had been in the labour force, women with little formal education would have been in unskilled jobs, or would have been part of the unemployed. By the year 2000, they will not likely have had as much exposure to the technological advancements in so far as employability is concerned, because the rapidly growing, low-skill, service jobs depend very little on either prior experience or retraining.

This is hardly a cheerful picture of 'human resource development' in an aging society. However, older adults may wish to further employment opportunities to carve out another place for themselves in society and to pursue a career.

For an economy built on innovations in the knowledge industries the prime answer to job displacement is retraining, and/or a selection of a second or third career through education which community colleges can

provide for those who want a job change. Seniors will have a need to keep on learning to survive economically and to develop personally.

The 'young-old' may choose further college education for any number of reasons. 1) They may choose out of their need for economic self-sufficiency to become retrained. 2) They may return to college on the basis of their earlier satisfaction and fulfillment from taking past courses related to their career/job. 3) They may engage in an educational program for personal growth. Whatever the reason for obtaining further education, they may create new, unforeseen roles for themselves in the economy and offer new concepts of productivity, revealing still further potential of older adults.

Implementation Issues for the Colleges

a) Some broad social issues

The above scenarios suggest that at the same time as older adults are wanting to work for economic self-sufficiency, the economy is beginning to sound a clear command for their presence. Simultaneously, a host of older employees and/or potential employees may well become unemployable. It seems logical that two major tasks of colleges would be to equip these older adults with job skills to increase their own income through the popular part-time or perhaps full-time employment or even on a contractual, temporary basis, and at the same time prepare older adults to contribute to the productivity of the nation.

However, in viewing the 'young-old' or 'able-elderly' as economic resources, the information society must be cautioned against devaluing or developing new prejudices against the 'not-so-able elderly.' There will be an important advocacy role needed to support the rights and interests of the 'not-so-able elderly.' There is the danger that an individual's worth would be measured by their interest or lack of interest in educational opportunities leading to the national economic good.

In addition, there is the caution expressed by Lowy and O'Connor (1986) that institutional commitments, through policies to the old, not force participation among the 'not-so-able elderly.' Some may not be able to adapt to retraining or assume further education. They should be helped to find new opportunities, whether economically productive or not, and still have income security guaranteed.

While demographic, economic, technological, and health changes appear to be bringing about new values and norms regarding the productivity of the old, it can be perceived that the older adult's new 'right to work' can easily become a matter of utility for the system, and the 'right for education' likewise can become simply a matter of utility for the economic machine. 'Rights' then may become subject to arbitrary political, economic and social conditions.

Often, it is argued that society's support of education for older adults can be measured against the reduction of outlays for the unemployed, social welfare, the illiterate, minorities, handicapped, and women. Education, therefore, becomes a key to solving the problems of poverty, discrimination, poor health, etc.

These arguments are difficult to prove according to Lowy and O'Connor. As an example, the gender inequalities in the labour force are due in part to the occupational segregation of women into occupational sectors through recruitment of men and women into different kinds of jobs. Education is part of the creation of this problem through educational streaming of the sexes. This means that the older woman, with increased education and/or retraining, will have greater access for labour participation, granting her more economic independence, but is still not guaranteed an adequate standard of living or a means of escape from poverty.

Egalitarian relations between the sexes for older adults in the labour force is a whole new phenomenon to be anticipated at a time when the older women may well outnumber the older men.

Another equity issue arises also out of the potential for discrimination against older workers due to their age. As more older adults continue to work, there is potential for conflict with younger workers. Will prejudices favouring younger workers affect opportunities for older workers? Will wages generally stay lower when older workers either re-enter or remain in the labour force? As we change economic and political structures that have supported the industrial society, shifts in attitudes and work practices must also occur.

b) Specific issues affecting colleges

Programs to retrain older workers will face a major challenge if older workers are to remain productive in a competitive economic environment. Guidance to effect changes in programs can come from Recommendation 45 by the United Nations International Plan of Action on Aging, 1985.

"As a basic human right, education must be made available without discrimination against the elderly. Educational policies should reflect the principle of the right to education of the aging, through the appropriate allocation of resources and in suitable education programs. Care should be taken to adapt educational methods to the capacities of the elderly, so that they may participate equitably in and profit from any education provided. The need for continuing adult education at all levels should be recognized and encouraged" (Lowy, 1986).

The implications that this belief has for educators and administrators of community colleges can be noted in the following areas:

i) Changes needed in educators' attitudes and beliefs

Educators will need to recognize, review and re-work their own fears and negative attitudes toward aging. The myths surrounding older adults' inability to learn and to work will need to be replaced with positive assumptions and knowledge about their ability to learn and work effectively. They will need to replace any of their inaccurate opinions with an understanding of the realistic physical and sensory changes in older people, relative to performance involving speed, which in fact can be altered with practice on the job. They will need to recognize that the myths about decreasing intellectual functioning and memory loss are largely unfounded, and educators will need to understand that anxiety plays a large role in these behaviours. Educators will also need to recognize the developmental need that older adults may have to examine issues related to the final stages of life. There will be an increasing demand and an important role for education in a society that lacks ways to understand aging and dying.

There is also a prevailing view in college that education for seniors is 'something to do;' a way of filling up time through leisure activities.

In order to prepare an older adult for another job skill or another career, educators must believe that older workers are not less competent than youth. Educators should acquaint themselves with research showing that for the large majority of workers, there is no noticeable loss of productivity at least to age 70 or 75 years. If educators were more aware of this fact and had more confidence in the labour market's creative ability to adapt working arrangements, they could move to facilitate the seniors' educational goals.

Educators must also recognize the older adults' gains in grappling with life issues around self, family members and family responsibilities.

If there is a lack of serious justification for or interest in education for seniors, this may explain why education for older persons has attracted only a small minority with the exception of the Elder-Hostel programme, a vastly successful programme with an exclusive emphasis on liberal education that is geared almost entirely to middle- class, wealthy persons.

ii) Admissions and marketing

Several issues around the admission of the older student to credit courses have to be faced. The colleges are immediately faced with problems around admission criteria. It is almost inevitable that a course taken 20 years earlier will be considered inadequate preparation for a current course. Is credit for the older adults' work experience to be considered? Will any credit be given for previous courses related to his/her job, either in the college or acquired at work?

The overall characteristics of education have affected seniors' access to education. The emphasis on youth to the exclusion of older adults has been reflected in virtually every phase of education. College catalogues and brochures picture the young and are written for the young, and admission requirements are tailored for youth and the 'young mature' of over 19 years. College activities, student associations, and college orientation programs are all geared and run for youthful interest. Generally, only continuing education courses, which may or may not capture the interest of older adults, have attempted to serve a broader age range in the community.

iii) Fee structure

Fees for continuing education courses vary from college to college, and vary according to course length, material costs and the age of the student.

Admission of seniors is often based on a reduced fee, subject to the availability of space. Full fee-paying, usually younger students, receive priority. A reduced fee structure that ideally makes college programs more accessible to older adults, may in fact discriminate against them and reduce their access.

iv) Developing courses for an aging society

Educational programs designed by the colleges without involving older adults, or meeting their specific needs, are likely to be less attractive to them. Experiences to date have shown that the most effective programs have been those that respond directly to older learners' special interests. Therefore, the development of skill courses should be done in relation to older adults' skill needs and interests. These courses should also correspond to the needs of the information economy, and specifically to the technological requirements of the marketplace.

Courses also should seek to capitalize on the older adults' skills and knowledge derived from earlier experiences. Their competencies should be built upon.

The use of personal computers in the home could accelerate their learning, and in fact make possible self-directed learning. Computer access to centralized libraries, class rooms, and college campuses would facilitate this learning.

Innovative college programs related to the issues of aging could also build on the experience of seniors. These courses would be valuable for all students (including older students) planning to work in either paid or volunteer capacities with the 'not-so-able elderly.' Courses of this nature could sensitively adapt materials to the interests of the group. One immense advantage is that it could be culturally relevant, utilizing leadership potential from different cultural communities.

For the 'young-old' who wish to become involved in bettering the community or humanity, and who desire at the same time preparation through education, a career could be developed in secondary labour market services to the 'not-so-able elderly.' In a course of this kind, older persons can transfer acquired skills, wisdom and experience from caretaking functions within their own families, to non-family members, such as friends, neighbours, community service centres etc. Since there are some older adults who would be

interested in this, such as the 'Reorganizer' and 'Holding On' personality types, this course could serve as an appropriate alternative to their previous jobs.

This development of a new pool of older workers would be of a social benefit to the community. They would work along with other professional workers in this specialized field of care to the 'old-old' seniors who are dramatically increasing in numbers in Ontario and whose needs have been identified in the document A New Agenda, published by the Ontario government's Office for Senior Citizen Affairs.

Such a course could help the participants to find meaningful fulfillment in the later years, as well as finding new opportunities for the able-elderly, thus complying with most philosophical views of education for older adults. As seniors work with seniors, they are likely to experience the same age-related questions and possess the same cultural value bases for giving and sharing.

This course would provide the single opportunity whereby the basic goals for survival and goals for expressive, contemplative and transcendental needs would be met.

This course might also appeal to the host of women of low economic status and to minority/ethnic groups who have not a history of voluntarily using adult educational opportunities. If minority/ethnic able adults were attracted to such a course, their contribution to the care of their own 'old-old' seniors would meet with the need for cultural congruency in the provision of services.

The earlier suggestion of an introductory course on 'Aging' could be used as a prerequisite for this course. It would be used as a preparatory opportunity for those older people who feel threatened by an educational environment as a result of possibly earlier negative experiences, or who are unfamiliar to a community college system.

A course about the 'secondary labour market' should be developed in co-operation with the various agencies and/or governmental departments which are providing services to the 'old-old' seniors.

At this time, according to the Horizon, there is only one college which is providing a full-time gerontology program involving a multi-disciplinary approach. Apparently, a few other unnamed colleges are reported to have gerontology courses. In social service courses, gerontology is one concentration among others. Activation Therapy courses such as the one at George Brown, carry a large component of working with seniors in institutions, homes for the aged, day care centres and Alzheimer's programs.

Courses related to aging should be designed with seniors who have expertise in the meaning of aging. The creative use of seniors as teachers, accessing their own life experiences, would provide essential content which has not yet been discovered for educational purposes.

Traditional institutional requirements may need to be altered such as location and time schedules. Many accommodations can be made to respect sensory changes of the older learner, e.g. visual and auditory aids. Changes are needed in delivery to provide for part-time and full-time opportunities, correspondence, short-term courses, T.V. and radio courses, etc. All these present hurdles which create the necessity for flexibilities within a system that has not been particularly adaptable to older adults' needs.

A course on 'Our Aging Society' could be introduced across all diploma programs in community colleges. This course would prepare all students for the eventual working environment where they will be employed alongside older adults.

It would also follow that professional development seminars be conducted for the faculty and staff to sensitize them to the impact of our aging society on the campuses, and to acquire increased teaching skills adaptable to older adults' learning needs and styles.

v) Intergeneration Interaction

The common assumption that intergenerational contact often leads to conflict must be challenged. Moody has pointed out that the gaps between generations would shrink through the information society, which brings all contemporaries together through the availability of information. But within this society, conflict can be minimized only if all ages have equal access to the information.

Menachem (1986) indicates that as older adults are better educated and roles and expectations are expanded, age disparity will be less of a barrier to social inter-action. By providing older adults with educational opportunities, generational differences can be overcome. With dialogue and mutual exchange, the distances can be overcome through a skilled teacher and a supportive college environment. Through dialogue, the young and the 'young-old' can explore new topics and approach old topics in new ways to give practical significance to often theoretical discussions of aging.

Lowy has indicated that older adults engaged in learning and growing can provide inspiration and challenge to the next generation. Older role models and older persons as psychological resources (particularly during periods of rapid change) can help the young and the faculty to grow, mature and change. They can help younger students and employees to integrate their feelings, thoughts and concepts about developmental changes, aging and dying.

The above views compare with Neugarten's perception of the age-irrelevant society. Colleges could be a model for the envisioning of the age-integrated, age-unconscious society in which all adults of all ages would be represented proportionately in the consumption and production of education. Colleges could play a leadership role in promoting attitudinal changes essential for the realization of an age-integrated society.

The colleges through their marketing their marketing and program offerings to the 'young-old' and seniors could assist in the elimination of age stereotyping. The colleges could eliminate the belief among the old that they cannot learn because tradition has taught them to devalue themselves as future learners.

Arguments for age-segregated courses can be made and need to be explored further in relation to the needs of the older adults and the goals of the courses. In some instances, age-segregated courses and/or bridging courses would be part of a process required to enable integration.

vi) Adapting teaching styles

Educators of older adults must want to work with seniors. Creating a climate for learning will go a long way toward reducing any anxiety or concern that older adults may have. A genuine respect by educators is required for the experiences, capacities, opinions and interests of older adults.

Educators need to involve the seniors in planning, shaping and carrying out their educational tasks. They should promote active rather than passive learning. College faculty will have to shift their predominantly youth-oriented pedagogical stance to an andragogical approach.

This andragogical teaching approach is most appropriate because it builds on seniors' experiences and the meaning these have for them. This requires that faculty are comfortable in using themselves differentially in the teaching process, as well as using the older adults as adjunct teachers. By using examples from older students' daily lives, life work and career activities, faculty can reinforce the image of the older adult as a competent person who responds to and solves problems through experience. The faculty need not only be able to function as a facilitator but be able to assess learning styles, educational needs and motivations of the older adults.

It would be highly advisable for the faculty to have knowledge of gerontology and/or consult with gerontologists or other adult educators.

vii) Counselling

Counselling can be helpful in assisting older people to improve their self-concept as well as to cope with physiological, vocational/career interests and social losses.

Counselling must be particularly sensitive to the needs of those older adults who are the least advantaged and will probably have the greatest anxiety about using educational opportunities. Counsellors should be especially responsive to the needs of older ethnic adults. According to Lumsden (1986), the effectiveness of the counsellor is limited only by imagination and willingness to make himself/herself easily available to the variety of experiences of older adults as they adjust to college and plan their future.

viii) Senior faculty as employees

If colleges are to respond to the educational needs of older adults as potential applicants and students, they also need to rethink institutional practices and policies around work and retirement for their faculty and staff.

If the mandatory retirement policy in Ontario were to be changed, variations in pension programs could be developed through flexible work patterns, including delayed retirement and even return to work after retirement. Indeed, more variations in retirement life styles can be anticipated: extended employment, return to work, later-life-training and education, and combinations of leisure and employment. Colleges need to examine their institutional policies which may impact negatively on aging faculty and staff since colleges should be models of innovative societal attitudes and conduct.

ix) College policies

The college system needs to review its policies considering older adult learners, recognizing that their current educational models will need revamping. Greater flexibility in all facets of the provision of education is required in order to develop polices which will promote economic, social and personal growth for older learners. Each institution needs to keep in mind that education for seniors is distinguished from traditional forms of education by the timing of learning — towards the end of life, rather than at the beginning. This timing poses questions not found in the traditional philosophy or delivery of education.

In establishing policies for older adults, colleges will require close connections with the community and all the current resources serving seniors, including the government ministries. Most importantly, however, policy development must involve the participation of seniors who can contribute most and best about the needs of older adults.

x) Funding/Tuition

A major concern for the future is the method by which educational activities for older people will be financed. Provincial support has been primarily for credit, diploma students with non-credit enrollees paying most of their programme costs. As mentioned earlier, most seniors attending colleges have been in continuing education where their fees are reduced, but their costs are assumed by the full enrolment in the course. This can lead to older adults possibly feeling like second-rate citizens. It also segregates them from the mainstreaming concept. This is part of the dilemma of encouraging their participation by a waiver of fees without having studied all other structural barriers which have discouraged their attendance and/or created age-segregation activities. It is also an indicator of lack of clarity of policy regarding education for seniors.

If seniors are in disadvantaged positions financially, financial assistance could be rendered with the same principles as those used in the provision of assistance to youth, or by a total grant of money depending

on their finances. Fairness calls for policies which avoid distinctions while at the same time obtain a proper balance between competing claims (Rawl 1971).

xi) The senior student's self-concept

Colleges need to be aware of common restrictions which seniors put upon themselves as excuses for not participating in courses. These restrictions are usually related to negative attitudes toward themselves as 'too old to learn' and 'not having enough energy,' as a result of a physical condition, e.g arthritis, rheumatism, etc.

Interviews with a small group of seniors regarding their interest in taking courses if the college were to provide them, revealed a positive consensus with the exception of one individual who considered that she was too old to learn. No one referred to lack of energy or any sensory or physical impairment, in spite of the fact that all but one senior had moderate to severe physical problems. However, close accessibility of courses to their homes and transportation were considered essential.

Their responses to choice of courses indicated their active interest in learning. For example, one individual was interested in taking a civic and political affairs course to learn ways to be more politically active. Another wished to take a writing course to fulfill a lifelong ambition for self-development. One person wanted to study health to deal with their own physical changes and problems. Computer courses were seen as an important new challenge. A course in Canadian history was seen as a way to expand knowledge in a lifelong area of educational interest.

There was a general feeling among them that if retirement had not been imposed upon seniors, many, particularly men, would have remained in the workforce. Learning computer technology would be an essential requirement in order to work. Two considered returning to work through education.

This brief survey only stands to confirm other reports (Lowy 1986) which indicate there is no reliable data about anticipating the failure of older persons to participate in educational opportunities. Other variables are at work and should be considered relative to the discussion of this subject.

In summary, colleges will need to look inwardly and outwardly as they contemplate their responsibility toward the older learner in an aging society.

Pitman (1984) pointed out that as the year 2000 approaches, the educational system must be developed to enhance the prosperity of all generations. He foresaw that the well-being of the future of our society may be dependent upon the thoughtful and wise insights and activities of the older citizen. To this end, education can receive and give encouragement, knowing in fact that it has the potential within itself to allow seniors from all social strata, and particularly those who are disadvantaged, an opportunity to become productive members of our society.

Recommendations

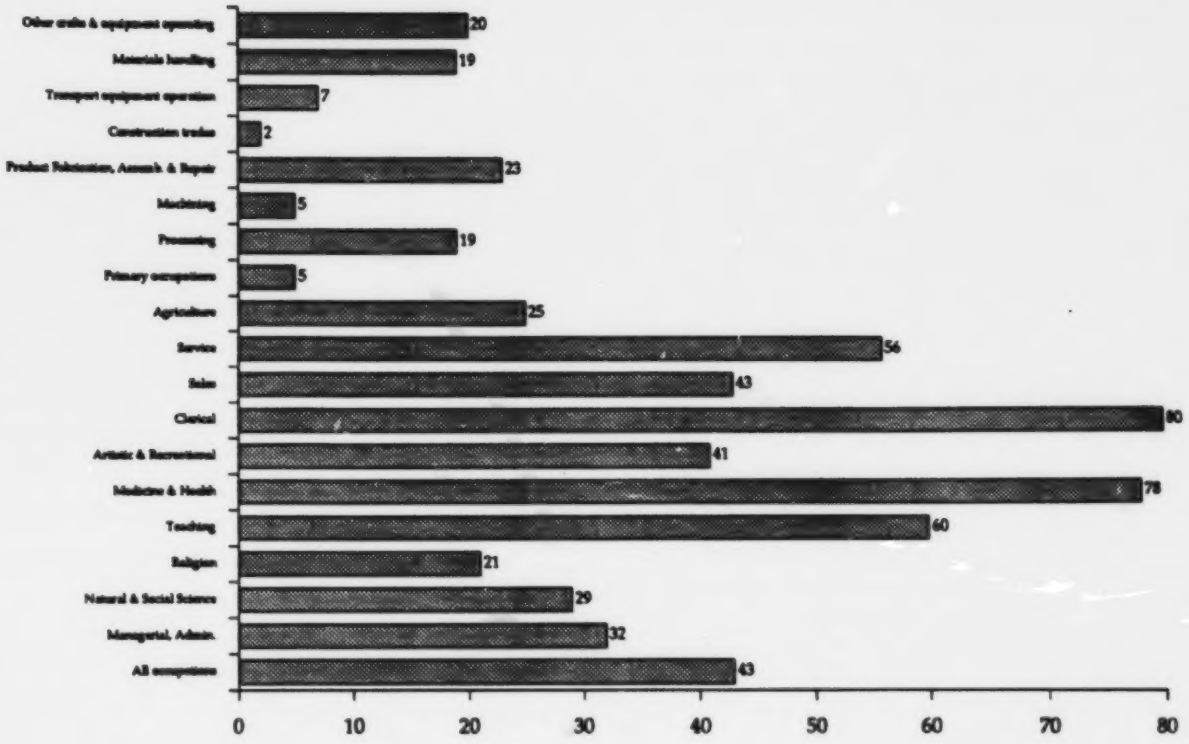
The following recommendations should be introduced to facilitate the development of college education for seniors.

- Comprehensive research should be conducted and shared system-wide about the future educational needs of older adults. A centralized data bank should be developed to collect information about seniors enroled in certificate, diploma and continuing education courses. This data could include numbers of seniors, program areas, attainment levels, financial assistance required, Special Needs/support services required, language of instruction required, placement upon completion, etc.

- Older adults and representatives from community and government agencies serving seniors should be involved through college committees and boards in planning, decision-making and program evaluation.
- Colleges should be well informed about industry needs for retraining older employees as well as the placement of retrained 'young-old' graduates.
- Provisions should be made for faculty and counsellors to acquire increased knowledge and skills in working with seniors. Concepts such as andragogy and gerontology should be incorporated into their teaching repertoire and ongoing professional development plans.
- The marketing of all college programs should be expanded and purposely directed to include seniors' needs and interests for retraining and further career education.
- Admission criteria and accreditation should become flexible, respecting older adults' life experiences and prior courses at college and work.
- Fees should be charged in accordance with the principles of age-irrelevance or age integration. Financial assistance should be made available to all economically disadvantaged students including seniors.
- While regular courses can be made attractive to seniors, specific courses should be developed to support the labour market for the provision of services to seniors by seniors.
- College courses should be offered from integrated local, community-based facilities, where appropriate, assuring more accessible time and transportation if needed by seniors.

Appendix

Table 1
Percentage of women in major occupation groups. Canada, 1985.



Some examples of occupations in the Service group are police, firefighters, chefs, bartenders, porters, chambermaids, housekeepers, hairdressers, baby-sitters.

Primary occupations includes fishing, hunting, trapping, forestry, logging, mining and quarrying.

Source: Statistics Canada, *The Labour Force, December 1985*. Catalogue No. 1-001. Reproduced with permission of Supply and Services Canada.

Table 2
Female Dominated Occupations 1971 – 1981

	Female Concentration				Sex Typing	
	1971		1981		1971	1981
Occupation	%	♀	%	♀	%	♀
Clerical	31.7	31.7	35.1	35.1	68.4	77.7
Service	16.1	47.8	15.4	50.5	49.3	52.3
Sales	8.4	56.2	9.6	60.1	30.4	40.8
Health	8.1	64.3	8.3	68.3	74.3	77.6
Teaching	7.1	71.4	6.0	74.4	60.4	59.5
Fabricating	5.1	76.5	4.7	79.1	32.7	24.4

Calculated from Statistics Canada, 1981 Census, Catalogue 92-920.

Table 3
Highest Level of Education Attained by Specific Age Groups, Canada, 1981

Age Group	University Degree	Post-Secondary	Grade 9–13	Less than 9
	%	%	%	%
35-44	11.8	36.2	34.2	17.8
45-54	6.9	23.0	34.1	29.9
55-64	5.1	24.0	33.6	37.2
65+	3.5	17.6	28.2	50.7

Source: Statistics Canada, Catalogue 92-827.

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Meeting the Needs of Diverse Learners:
Submissions from Community Organizations and the Colleges

Summary

As part of the Vision 2000 review of the Ontario Colleges' mandate, Study Team 3, The Colleges and the Communities, examined ways that colleges could more effectively serve increasingly diverse learners. An important part of our research and consultation involved receiving 'Visions' from community organizations and colleges.

Individuals, coalitions, organizations, Community Industrial Training Committees, employers and college representatives wrote to us with many concerns and creative ideas about how colleges could best serve our increasingly diverse learners in the future. Although submissions often represented a particular perspective or group, many common themes emerged and these helped to form the Study Team 3 Final Report's recommendations to the Steering Committee.

The visions highlighted issues related to the values of Ontario's college system in a changing economy and society. Also, concerns about equitable access and educational equity led to recommendations about how to promote a system-wide commitment to lifelong learning, adequate supports, research, programs for opportunity, links with communities, human resource development and an advocacy role for colleges.

The college system will benefit greatly by continuing this dialogue and by finding ways to share decision-making and planning through equitable representation from diverse communities. Vision 2000, a review of the Ontario college system's mandate, encouraged broad participation from many sectors — both inside and outside the colleges. Study Team 3 was greatly assisted by the ideas that people submitted through their written 'Visions.' As well as identifying themes from many of the visions, this report highlights more directly a sampling of some representative quotes from submissions so that readers are aware of contributors' concerns directly. A list of Study Team 3 submissions appears in Appendix 1: Visions Received.[1]

[1] Copies of the full text of Visions submitted to Study Team 3 are held at the Ontario Council of Regents, Ministry of Colleges and Universities, 790 Bay Street, Toronto, Ontario, M5G 1N8.

Sommaire

Dans le cadre du programme Vision 2000 de révision du mandat des collèges de l'Ontario, l'équipe d'étude 3, les collèges et les collectivités, a examiné des moyens pour mieux répondre à des besoins d'apprentissage de plus en plus divers. Une part importante de nos recherches et consultations visait à connaître le point de vue des organismes communautaires et des collèges. Ce document de référence donne un aperçu des grands thèmes et priorités dont il a été question dans les propositions.

Nous présentons dans ce document plusieurs citations exprimant avec justesse le point de vue des personnes qui ont contribué. Un grand nombre de leurs idées a servi à élaborer les recommandations du rapport final de l'équipe d'étude 3, qui a été remis au comité directeur de Vision 2000.

Des questions relatives aux valeurs du système collégial en rapport avec les changements économiques et sociaux ont été soulevées. D'autres questions portant sur l'équité en matière d'accès et d'éducation ont permis d'élaborer des recommandations sur la promotion de l'apprentissage à long terme, des supports adéquats, de la recherche, des programmes de perspective, des liens avec la collectivité, de la gestion des ressources humaines et du rôle de défense des collèges.

Le système collégial aurait avantage à continuer le dialogue et à trouver des façons de partager la prise de décisions et la planification, par le biais d'une représentation équitable des diverses collectivités.

Table of Contents

	Page
A Values Statement for the College System	1
Themes	1
Equitable Access and Educational Equity	1
Lifelong Learning	2
Adequate Support	2
Research	3
Quality of Service	4
Programs for Opportunity	4
Links with Community Organizations	4
Human Resource Development	4
Advocacy Role	5
Conclusion	5
Appendix: Visions Received	7

A Values Statement for the College System

As they defined their vision of the college system, many contributors expressed principles, values and assumptions about the society and the college system they envisaged in the Year 2000. The following sample quotes illustrate some of the recurring ideas that have informed Study Team 3's recommended Values Statement in the Final Report. [2] (See Recommendation 1: Values .)

> ... the government and the colleges must collaborate in maximizing accessibility to educational opportunities and further, must collaborate in educating Ontarians to the social and long-term economic toll of failing to improve the status quo.
>
> *College Committee on Student Affairs*

> A creative and responsive community college system would constantly be assessing who in this society needs information or skills to maximize self-sufficiency and quality of life ... and responding appropriately to them.
>
> *United Way of Greater Toronto*

Themes

Equitable Access and Educational Equity

Many visions began by clearly identifying the barriers faced by their often overlapping constituencies.

> There has been a drift on the part of the Colleges of Applied Arts and Technology from the original mandate to provide skill training for grade 12, general level graduates. Instead, admission policies ... have catered to students with grade 12 advanced, grade 13 and even other post-secondary standing.
>
> *Chatham-Kent Youth Employment Counselling Centre*

> ... women are concentrated in sectors and jobs with little access to employer sponsored training;
> ... women's responsibilities for child and household care in addition to paid work leave little time available for education.
>
> *Women's Program, Algonquin College*

> As these [adult training and retraining programs] are basically government sponsored programs for the chronically unemployed, the restrictive eligibility criteria ... in most cases limits participation of those who do not have the financial means to relocate to other communities.
>
> *Kirkland Lake & District Industrial Training Advisory Committee*

Several visions noted that the economic and social benefits of equitable access reinforce one another clearly. The need to accelerate opportunities for access and educational equity has lead to public policy and legislation which significantly affect the college system. One such example cited was the Ontario Human Rights Code.

> One of the purposes of these amendments [to the Ontario Human Rights Code] was to impose a duty on groups such as employers and service providers, like community

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2 Colleges and Communities. More Than an Open Door: Access and Equity in Ontario's Community Colleges. (Toronto: Vision 2000, 1990).

colleges, to accommodate people with disabilities by removing barriers which hindered a disabled person's equal opportunity to participate ... Legislation in this province is unequivocal.

Equal Coalition (11 Agencies representing people with disabilities)

Lifelong Learning

Many of the visions identified ways that colleges could support and promote lifelong learning. One recurring recommendation was that the distinctions between part-time and full-time students and programs be eliminated to reflect the reality of increasing part-time participation.

It is the understanding of this committee that current funding formulas related to part-time learners provide lower grants than those for full-time students. This is a disincentive to programs and activities that respond to part-time learners and funding should reflect this reality.

Advisory Committee Developmental Care for the Mentally Retarded Program, Sheridan College

... students should be able to transfer from full-time to part-time or vice versa, or take a combination of day and evening courses by merely accumulating their credits. Without such changes, many clients are virtually cut off from longer term training — precisely the training which leads to more stable and well-paid employment.

Times Change Women's Employment Service

Other submissions highlighted the importance of a continuum in the relationship between colleges and their learners. This would enable colleges to more effectively assess needs, plan and develop programs, evaluate their offerings, and be more accountable to their communities.

Council urges the VISION 2000 Project to consider ways to educate teachers and counsellors at the high school level to increase their understanding of the abilities and needs of disabled persons.

Ontario Advisory Council for Disabled Persons

When a student successfully completes a course but then fails in the workplace, a follow-up by the College could determine where the course might have failed in making the student job ready. This would be of great benefit in delivering future courses.

Victoria County Training Council

Adequate Support

Visions from various groups highlighted the specific forms of support that their constituents may require. They stressed that these supports should be planned in conjunction with individual needs assessment which take into consideration differences in cultural background and learning styles. Stabilized funding was also cited as essential for preparatory and access programs (outreach, bridging programs and counselling). These supportive services and programs were seen as ways to maximize learners' potential for success and independence.

Currently, the colleges receive no special funding for this [preparatory programs], but it may prove more cost-effective in the long run to provide it, thus enabling more students to complete a program successfully.

College Committee on Special Needs

In keeping with the nature of post-secondary study, the contact person for disabled persons should take care to arrange support contracts that will gradually lead toward independence rather than creating unnecessary dependence ... It is essential that the integrity of the student, his course and the institution be maintained.

> ... unemployment among blind and visually impaired persons is extremely high (estimates vary between 60-80%). With access to a quality education, many more blind and visually impaired persons could become productive and independent members of society.
>
> *BOOST (Blind of Ontario Organized with Self-Help Tactics)*

Many contributors recognized that as the role of women continues to change in families and the workforce, participatory planning and adequate supports are critical to success.

> Having a daycare spot on campus made everything easier. The school needs programs which encourage parents to take that first step of committing to a college education ... the self-confidence to say "yes, I can do this."
>
> *Durham Region Social Services, social assistance recipients enrolled in Single Parent Employment Program at Durham College.*

> Chronic unemployment, layoffs, the realities of suddenly becoming a sole-support parent, the experience of abuse in the home are all factors which precipitate or accompany the retraining process for females ... any one or a combination of these realities points to the need for counselling and support networks which will empower the women to make the changes necessary to adapt to their new lifestyle.
>
> *Ontario Network for Women in Trades & Technology*

Visions outlined ways in which the goals of lifelong learning and adequate support could also be enhanced by changes in teaching and delivery methods. There were many calls for more co-op programs and individualized, student-centered delivery.

> ... a 'Co-op' type of program based on individual needs would be more appropriate.
>
> *Cambridge Multicultural Centre*

> Individual instruction? Why not? Cost is not the major factor. The will to do it is. Helping everyone learn to their maximum potential has always been one of public education's favorite platitudes. By the year 2000, it will be an absolute necessity.
>
> *The Chamber of Commerce Niagara Falls*

Research

Study Team 3 recommended that the colleges develop further capacity for research into learners' needs and changing conditions at local and provincial levels. Questions such as the one below will require research to inform planning and evaluation.

> The demographic and ethnic composition of North York has undergone significant changes to reflect the influx of new Canadians and the impact of the 'baby boom.' How can college programming adapt to the new community in North York?
>
> *Adolescent Sub-Committee, North York Interagency and Community Council*

Ontario colleges were also seen as having a greater role in international education which would involve new approaches to recruitment, delivery, and professional and program development supported by research.

> The Colleges will ... submit proposals for program development funds and bilateral projects through the Association of Canadian Community Colleges and participate in research activities of the International Development Research Centre.
>
> *College Committee on International Education*

Quality of Service

The need for relevant programs and services, strong relationships with groups outside the college and the equitable and effective distribution of resources were all themes that surfaced throughout visions. These concerns were fundamentally linked to respondents' perceptions of quality of service.

Programs for Opportunity

Several community-based organizations and college representatives called for the promotion of generic skills so that students could be thoughtful, literate problem-solvers able to adapt more readily to change on the job and in society. General education, from a community level to a global perspective, was cited as important to citizens preparing for the 21st century.

> ... the most significant change in Ontario society by the year 2000? Ability to adapt to changes in technology-flexibility, generic skills.
>
> *Cambridge Industrial Training Committee*

> ... If we are to achieve our goal of quality education, all aspects of college learning, specific career skills, general skills such as thinking and problem solving, and the knowledge and attitudes needed to live well in the twenty-first century, must be directly addressed in the curriculum.
>
> *"Visions from St. Lawrence College"*

Links with Community Organizations

Stronger links between colleges and community-based employers and organizations were repeatedly recommended in submissions. Some of the benefits expected through these relationships included opportunities for more informed planning, more relevant course offerings, shared expertise and resources, and greater sharing of responsibility in decision-making.

> Partnership is the key to responsive training in the future. Colleges and the private sector will be required to closely collaborate in the communities' training efforts.
>
> *Sudbury Industrial Training Advisory Committee*

> Use or co-operate with the expertise of literacy practitioners in a community-based literacy program ...
>
> *Lake of the Woods Adult Learning Line*

> It is ... paramount to solicit the involvement of the deaf and hard of hearing community. An advisory council should be established with the majority being representative of consumer-oriented groups and organizations. This council could direct the establishment of services to deaf and hard of hearing students at post secondary institutions.
>
> *The Canadian Hearing Society*

Human Resource Development

Community respondents encouraged the college system to provide more professional development for their personnel in two main areas. An important priority was that faculty continue to develop technical and professional skills related to the changing workplace. A second suggestion was that employees receive awareness training to respond more effectively to the strengths and needs of diverse learners.

> Consideration should be given to exchanging an instructor every 5 years with a person in a related industry. This would keep the College's courses up-to-date and would also be of great benefit to the companies involved.
>
> *Victoria County Training Council*

There needs to be a strategic plan for Special Needs professional development within the colleges. There is a need for devising, assessing and planning an integrated approach.

"The Special Needs Student in the Year 2000"

Well-developed employment equity practices were also seen as ways to create and capitalize on diverse expertise within the college, for the benefit of students, staff and the community.

Our main concern would be that the staff and student body of all the colleges in Ontario reflect the cultural, racial, and ethnic diversity that now make up the population of Ontario, and which is likely to continue for the next decade and beyond.

Kingston and District Immigrant Services

The presence of disabled staff gives a clear message to the student population that handicapped people are more ABLE than DISABLED, as well as making use of available talent.

VIEWS - For the Visually Impaired

Advocacy Role

Submissions reminded the colleges of their role in democratizing social and economic opportunities, both in domestic and international education.

Colleges which offer hope [to learners] by providing the opportunity to become literate and socially responsible could become a central focus for our communities.

The Lung Association

Ontario's colleges should become vigorous in bidding and obtaining contracts of a mutually beneficial nature from those nations which can afford to pay for educational and consulting services. At the same time, colleges should be proactive in becoming involved ... in support of those lands which are in desperate need of assistance.

College Committee on International Education

Conclusion

A critical challenge for the college system will be to find ways to continue this dialogue with those who are served by and contribute to colleges. Creating opportunities for representation, and for planning and decision-making with diverse communities will be essential. The future of colleges, communities and the larger global community will be best served by communicating clearly and developing the strengths inherent in our diversity.

Appendix

Visions Received

Approximately 60 formal submissions were made to Study Team 3 from community and college groups. Some of these included coalition submissions representing several individuals and associations.

In addition, Study Team 3 received submissions that had originally been sent to Study Team 4, but which related directly to the needs of diverse groups.

College Committee on Student Affairs

St. Clair College Youth Employment Centre

VIEWS For the Visually Impaired, Toronto

St. Clair College Thames College Nursing Program

United Way of Greater Toronto

Kingston & District Immigrant Services

St. Clair College Med Lab Advisory Committee

The Lung Association, Toronto

Espanola General Hospital

Learning Disabilities Association of Ontario, Toronto

Social Development Council of Ajax-Pickering

Lake of the Woods Adult Learning Line, Kenora

Doreen Kronick, Learning Disabilities Consultant

Sault Ste. Marie Community Industrial Training Committee

North York Interagency and Community Council Adolescent Sub-Committee

College Committee on Special Needs

Equal Coalition - ARCH (11 Toronto and provincially-based agencies serving people with disabilities)

Cambridge Industrial Training Committee

Kirkland Lake and District Industrial Training Advisory Committee

Kitchener, Waterloo, Guelph Community Industrial Training Committee (#1)

Employment Services of Durham Region Social Services

Times Change Women's Employment Service, Toronto

Young Women's Christian Association, Oshawa

Program Advisory Committee for the Developmental Care for the Mentally Retarded, Sheridan College

Algonquin College Women's Program Co-ordinators

Loyalist College

Chatham-Kent Youth Employment Counselling Centre

Association canadienne-française de l'Ontario - Nippissing

Mary Jo Ternovan & Carolyn Haliday, E.C.E. alumni, St. Clair College

Cambridge Multicultural Centre

Hong Fook Mental Health Service, Toronto

Special Needs Students in Colleges

Prescott-Russell Training Corporation Corporation

Ont. Advisory Council for Disabled Persons

Chaplain, St. Lawrence College

"The Special Needs Student in the Year 2000"

BOOST (Blind of Ontario)

North Shore Industrial Training Committee

Canadian Hearing Society

Rainy River Committee for Skills Development

Victoria County Training Council

Ontario Network of Women in Trades & Technology

Algonquin College Christian Community

Sheridan College ECE Program Advisory Committee

Confederation College Vision

Kitchener,Waterloo, Guelph Community Industrial Training Committee (#2)

Early Childhood Education Advisory Committee, Seneca College

"International Education and the Ontario Colleges of Applied Arts & Technology," College Committee on International Education

Fanshawe College Instructors, Women into Trades and Technology Programs

Stormont, Dundas, Glengarry Industrial Training Council

Niagara Falls Chamber of Commerce

Sudbury Industrial Training Advisory Committee

Industrial Training Committee for North York and York Region

Academic Council Task Force on Vision 2000, Collection of 15 submissions from St. Lawrence College (including visions on part-time learners, special needs, human resources development, student services and "community dialogues")

Algonquin College Management Centre Vision

L'Association Canadienne-française de l'Ontario, Conseil régional Oshawa-Peterborough

College Committee on Equity in Education and Employment